CIVIL FUNCTIONS, DEPARTMENT OF THE ARMY, APPROPRIATIONS, 1953

WEDNESDAY, MAY 7, 1952

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D. C.

The subcommittee met at 2:30 p. m., pursuant to recess, in room F-39, the Capitol, Hon. Kenneth McKellar, chairman, presiding.

Present: Senators McKellar, Knowland, and Young.

Chairman MCKELLAR. The committee will come to order.

All right, General, will you go ahead?

CORPS OF ENGINEERS

RIVERS AND HARBORS PROGRAM

STATEMENT OF BRIG. GEN. C. H. CHORPENING, ASSISTANT CHIEF OF ENGINEERS FOR CIVIL WORKS

NEW YORK HARBOR

General CHORPENING. Mr. Chairman, yesterday we had reached the project "New York Harbor, entrance channels, and anchorage areas," where a cut of $124,000 was made by the House.

Now, everybody knows that New York Harbor is our most important harbor, and the $524,000 that we were asking for this year was to be applied to deepening the easterly 600-foot strip of the anchorage channel to 45 feet. This reduction will be sufficient to prevent us from completing that very essential deepening; and we respectfully ask that it be restored.

Chairman MCKELLAR. What page is that on?

General CHORPENING. That is on page 31 of the requests for restoration, sir.

(The following information was supplied:)

NEW YORK HARBOR ENTRANCE CHANNELS AND ANCHORAGE AREAS

EFFECT OF REDUCTION

The entire amount, $524,000, contained in the approved budget estimate was to be applied to deepening the easterly 600-foot strip of anchorage channel to 45 feet by United States seagoing hopper dredge, and will complete full project dimensions in the main arterial channels to the port of New York. Any reduction would delay an orderly prosecution of the work, which is urgently required in the interests of safe navigation.

JUSTIFICATION OF RESTORATION

Completion of full project depth and width in the principal channel in New York Harbor is essential to meet the ever-increasing flow of foreign and domestic commerce. Provision of full project dimensions in the Ambrose section of the principal channel was completed with funds appropriated for fiscal year 1952. The budget estimate should be restored in order that the essential improvement of anchorage channel can be completed at an early date and thereby permit safe and expeditious movement of oceangoing vessels of all descriptions, including the largest freighters and passenger ships engaged in world trade. In the event of a general mobilization a 45-foot channel of 2,000-foot width will be of utmost importance for the safe movement of large troop ships and capital ships of the Navy, as demonstrated in World War II. Restoration of the $124,000 cut made by the House will obviate the necessity for delaying completion of anchorage channel to full project width by at least 1 year. Accomplishment of the work as two separate jobs, which will be the case if the cut is not restored, will make the final completion more costly.

Chairman McKellar. All right, will you go ahead.

Cleveland Harbor, Ohio

General Chorpening. The next item is on page 33, "Cleveland Harbor." This is a project, sir, that has been authorized for some time and which has been under way for some time. It is vitally connected with the steel industry on the Great Lakes.

The existing channel there is extremely narrow and tortuous. The work consists of the replacement or alteration of the various bridges that act as a bottleneck and prevent use of the larger sized ore carriers now in operation on the Lakes.

The amount reduced by the House was $3 million, just half of what was asked for. This being the important harbor that it is, we feel that the work should certainly go ahead and proceed so that we may get it cleaned up and have a proper harbor there.

Chairman McKellar. May I interrupt you there long enough to ask, What is the least amount of money that you can get along with on that project?

General Chorpening. Senator, I feel that this project is one that is so particularly vital to the shipping on the Great Lakes and to the steel industry that we should not be given anything less than the budget amount of $6 million.

1952 APPROPRIATION

Chairman McKellar. How much did you spend there last year?

General Chorpening. The appropriation last year was $1 million.

Chairman McKellar. How much of that was used?

General Chorpening. All of that will be obligated this year, sir.

Chairman McKellar. It has not been used yet?

General Chorpening. It is being used. Most of the work for which funds have previously been appropriated has been completed or is under contract at this time. And it will be noted that out of the total estimated Federal cost of $25,272,000 the amount of $11,228,000, or a little less than 50 percent, has been appropriated to date. Without the entire project being pushed through and these bridge bottlenecks removed, the funds already expended will only be partially beneficial.

Local interests have also spent considerable sums of money doing their part on this project.

Chairman McKellar. Can you find out and place in the record the amount that they have spent?

General Chorpening. It will cost the city of Cleveland over $12 million, sir.

Chairman McKellar. Twelve million dollars?

General Chorpening. Yes, sir.

Perhaps the chairman recalls that last year there was great interest expressed in this project by the State and many, many witnesses appeared on behalf of this project. We consider it one of the very important river and harbor projects that we have in our budget.

Chairman McKellar. What is the nature of the principal freight going through there?

General Chorpening. Iron ore, sir.

Chairman McKellar. Iron ore?

General Chorpening. Yes, sir.

(The following information was supplied:)

CLEVELAND HARBOR, OHIO

EFFECT OF REDUCTION

The House reduction will necessitate doing the work on bridge No. 1 by continuing contract instead of a lump-sum contract, which will make it impossible to place orders for superstructure metalwork, operating and control equipment, and signal equipment until additional funds are appropriated. Delivery on these items, particularly control equipment, is slow, and early placement of orders is desirable to insure delivery at proper times in the construction sequence, thus avoiding delays and resulting increased costs of construction. The entire project completion will be delayed at least 1 year as a result of the House action.

JUSTIFICATION FOR RESTORATION

The Defense Transportation Administration is urging the Great Lakes vessel operators to exert all possible effort toward moving increased tonnages in the interest of the defense effort. The requirements of the Munitions Board and the National Security Resources Board has brought about the current expansion of the steel manufacturing industry in the upper reaches of the Cuyahoga River. Based on the interests of all concerned, it is imperative that the improvement program be expedited so that the new developments at Cleveland will not be hampered by restrictions to navigation in Cuyahoga River. Commerce on the Cuyahoga River consists principally of iron ore, limestone, coal, and petroleum products. Total annual commerce for Cleveland Harbor has averaged about 19,000,000 tons for the past 10 years. The appropriation of the funds requested will result in an orderly and economical construction program and will permit the benefits to defense commerce to be realized 1 year earlier than contemplated with the House allowance.

Chairman McKellar. All right, will you go ahead.

McNary Lock and Dam, Columbia River, Oreg.-Wash.

General Chorpening. The next item is on page 35, McNary lock and dam on the Columbia River.

The approved budget estimate was $66 million, and the House has allowed $60 million. We are asking for the full restoration of the $6 million cut.

I might say that this is the largest single item in our budget this year. This is the dam on the Columbia River that is furthest along in construction, and under the present schedule we will place power

on the line, the first power on the line in December of 1953. Unless we are able to get the full amount, it will slow down the time by 6 months when we are able to put the power on the line and begin to get the benefits from the funds already expended.

EXPENDITURES TO DATE

It will be noted that to date we have appropriated for this project $155,085,000.

POWER CAPACITY

Chairman McKellar. How much power will it produce?

General Chorpening. 980,000 kilowatts is the total installation. Each generator will have a capacity of 70,000 kilowatts.

Chairman McKellar. Where will that power principally be used?

General Chorpening. It will be principally used in the Northwest in connection with their rapidly expanding power load there, but primarily in the field of light metals, that is, aluminum production, and in the industrial area of Portland, Oreg.

(The following information was supplied:)

McNary Lock and Dam, Columbia River, Oreg. and Wash.

EFFECT OF REDUCTION

In view of the fact that the other major items of work must be completed before the pool behind the McNary Dam is raised, the entire House reduction of $6,000,000 would have to be applied against the general third step contract awarded in April of 1951. Apportionment of the reduction to other work items would have such effects as the termination or curtailment of some existing continuing contracts, or the loss of position in shop schedules for the manufacture of critical power production equipment, with resulting serious delays in delivery. The reduction in work under the third step contract will delay the placing of first power on the line from December 1953 to June 1954.

JUSTIFICATION FOR RESTORATION

The McNary lock and dam is one of the most important power producing projects in the entire United States, and any delay in the production of power from this project will have immediate and far-reaching impacts upon the national defense program, particularly in the field of light-metals production. The presently established date for the production of power from the McNary Dam is December 1953, which if not retarded by the reduction of $6,000,000 as proposed by the House, will greatly contribute to the national defense by increasing the power capacity in the Pacific Northwest by 140,000 kilowatts. Subsequent installations will be at 3-month intervals, up to the ultimate capacity of the project, 980,000 kilowatts.

In addition to its power value, the McNary project will serve the movement of 3,600,000 tons of commerce and provide a vital link in canalization of the Columbia and Lower Snake Rivers.

A detailed analysis of the current workload and contract earnings in connection with this project indicate that the $66,000,000 included in the approved budget estimate can be economically utilized during fiscal year 1953 and should be appropriated if the project is to produce power in accordance with the present schedule to serve the defense load of the area.

Chairman McKellar. All right, sir, go ahead.

The Dalles Lock and Dam, Columbia River, Wash. and Oreg.

General Chorpening. The next project is on page 37 and is the Dalles lock and dam on the Columbia River.

The Chairman and the members of the committee will recall that last year was the first time that we received a construction appropriation for this project. That was for $4 million. We immediately proceeded with the work and have let contracts there for excavation for the powerhouse, and for the building of a coffer dam.

Senator YOUNG. Would there be any loss if the contracts will have to be canceled?

General CHORPENING. Very definitely there would be; yes, sir. Of course, at this early stage of construction the loss would not be as great as later, but nevertheless there will be an economic loss of closing out the contractor and in having had work done which at some time in the future probably might not have much value.

Chairman MCKELLAR. The total cost of the dam will be $348,372,000?

General CHORPENING. That is correct, sir. This is another multiple-purpose project involving navigation and hydroelectric power.

Chairman MCKELLAR. When was this project started?

General CHORPENING. It was started this fiscal year, Senator. We received funds last October to initiate the construction, and we have proceeded rapidly. We have settled all major features of the design, and we are asking for $37,500,000 this year, which is what is needed to proceed with this large item of construction.

HOUSE CUT

Chairman MCKELLAR. And what did the House allow?

General CHORPENING. The House allowed nothing, sir.

Chairman MCKELLAR. Nothing at all?

General CHORPENING. That is right, sir.

Senator YOUNG. That is a rather healthy cut, is it not?

General CHORPENING. Yes, sir.

Our estimate now is that if we receive no funds it would cost us in the neighborhood of $2 million to close out the contracts and for other possible claims in connection with the job.

POWER SERVICE

Chairman MCKELLAR. Where would this power be principally used?

General CHORPENING. This power will be used in the Northwest.

Chairman MCKELLAR. That is a very general statement.

General CHORPENING. In the States of Oregon and Washington and particularly in the Portland-Vancouver area, where industry is expanding at a tremendous rate. We are advised by those agencies of Government who are responsible for determining the power situation that this power is vitally needed at the time that we can bring it on the line.

Chairman MCKELLAR. General, is that the same area that the McNary Dam power will be used in?

General CHORPENING. It is in the same general area; yes, sir. It will all go into the same power pool for distribution by the Bonneville Power Administration.

POWER CAPACITY

Chairman McKellar. How much power would this dam produce?

General Chorpening. 1,092,000 kilowatts is the initial-installed capacity.

Senator Young. And at a very low cost, as I remember it, about 1 mill.

General Chorpening. About 2½ mills, sir.

Chairman McKellar. What will the power produced at McNary Dam cost?

General Chorpening. About the same, about 2½ mills.

Chairman McKellar. All right, go ahead.

INDIAN FISHING RIGHTS

General Chorpening. I would like to mention this, sir: In the report by the House committee on this project it was stated that we had not made an agreement as yet with the Indians. We are involved in fishing rights out there by a treaty of many years ago. Of course, those fishing rights with the Indians must be quieted—I guess that is the word.

Chairman McKellar. Off the record.

(There was a discussion off the record.)

Chairman McKellar. What do you estimate will be the cost?

General Chorpening. Our estimate of taking care of the fishing rights of the Indians is approximately $23 million.

Chairman McKellar. $23 million?

General Chorpening. Yes, sir.

Chairman McKellar. What is your estimate of the cost of acquiring the lands other than the payment for the fishing rights?

General Chorpening. We have that information, sir. We will look that up in a moment.

Chairman McKellar. I assume this is salmon fishing?

General Chorpening. Salmon fishing; that is right, sir. This treaty with the Indians, I might say, goes back about 100 years. The treaty provided that the Indians have the rights to certain spots along the river to go in and fish each year.

Seven million four hundred and twenty thousand dollars is the cost for the lands and damages other than the fishing rights, sir.

Chairman McKellar. In other words, the payment for the fishing rights will be more than three times as much as is spent to acquire all of the lands?

General Chorpening. Yes, sir.

Chairman McKellar. Off the record.

(There was a discussion off the record.)

Chairman McKellar. All right, go ahead.

General Chorpening. I would like to add one more thing about The Dalles project. Obviously, unless construction is continued we will just have to stop any negotiations for a settlement with the Indians. I mean that you have to have construction funds to go ahead or we can never negotiate.

Chairman McKellar. What sort of rights do you get when you make the contract? You say that it will cost $23 million to acquire the Indians' fishing rights. What sort of a contract will we make

with them? Will we let the Indians fish as usual—but they will just allow us to build the dam; is that it?

General CHORPENING. It goes back to a treaty with the Indians made about 100 years ago. Our negotiations will have to be based on the proposition that they now have a treaty with the Government to allow them to fish. The Government, by its action, is taking away those places where they have been fishing in the past. It is a question of the value to those tribes of those places, because they are not able to fish there any more.

Chairman MCKELLAR. Would not the fish be in the stream just the same? Could they not fish just the same?

General CHORPENING. Not at the same places, because now we are going to have a lot of water in a reservoir there, whereas before there was just the river flowing and they could fish at the ancient and accustomed sites.

Chairman MCKELLAR. General, would it be possible to have a copy of that fishing agreement?

General CHORPENING. You mean the original treaty with the Indians?

Chairman MCKELLAR. Yes.

General CHORPENING. I believe we can supply that, sir.

Senator KNOWLAND. I am sorry that I came in late, but I had another meeting. Are there any figures available to show what the catch that the Indians have from year to year over the past period of years have been?

General CHORPENING. Yes, sir, we have that. That is known within reasonable limits.

Senator KNOWLAND. What does it amount to through the years?

Colonel PAULES. We have knowledge of the dollar value. It is estimated at about $23 million in total. The $23 million is the capitalized sum.

NUMBER OF INDIANS

Chairman MCKELLAR. How many Indians are there out there? I refer to the Indians who own these fishing rights.

Colonel PAULES. There are about 7,000, I believe. That is the total for the four main tribes.

General CHORPENING. There are four or five tribes involved in this.

Senator KNOWLAND. Well now, you say that that is the amount capitalized. I think it is something that we want to get adequate information on.

Chairman MCKELLAR. Yes, sir, we will have to do that.

Senator KNOWLAND. I think we should have adequate testimony and evidence before the committee on that subject.

General CHORPENING. I would like to say this: That each year it appears that about 500,000 pounds are taken by the Indians for subsistence and about 2 million pounds per year for commercial purposes. Now, that translated into dollars, runs somewhere in the neighborhood of $500,000 worth of fish annually that we estimate the Indians are getting. Converting the highest figure estimated by others at $900,000 annually for the fish catch and it comes to an amount in the neighborhood of $23 million as the total value, which is where we got the figure that I have previously mentioned.

Senator KNOWLAND. Of course, we will have to and should live up to our commitments. But the only question that I have in mind, which perhaps is amply answered in the record, is the one which the chairman raised. That is, that after this construction is completed, presumably if the fish use the fish ladders and get up into the lakes, there will still be some fishing going on. Now, suppose the Indians are not able to get as many fish as they normally did, but suppose they are able to get half the number or one-fourth or nine-tenths—we do not know just what the end result will be—then do we pay the $23 million?

Just assume for the sake of argument that they caught precisely as many fish or maybe a few more. What is the bookkeeping situation under those conditions? Having once paid for the fishing rights, do the Indians then pay the Government for any fish caught? I mean, what are the terms of the understanding?

General CHORPENING. In addition to the straight dollars and cents proposition here, the Indians attach religious significance to the catching of these fish. Now, that I am sure is going to have an effect on our negotiations.

Chairman MCKELLAR. Put a copy of the treaty in the record in which these rights came into being, so that we can look at it. We may have to ask some further questions about it, General—$23 million is a large sum for fishing rights for 7,000 Indians.

(Copy of treaty referred to follows:)

Treaty between the United States and the Yakama Nation of Indians. Concluded at Camp Stevens, Walla-Walla Valley, June 9, 1855. Ratified by the Senate, March 8, 1859. Proclaimed by the President of the United States, April 18, 1859.

JAMES BUCHANAN,

PRESIDENT OF THE UNITED STATES OF AMERICA,

TO ALL AND SINGULAR TO WHOM THESE PRESENTS SHALL COME, GREETING:

WHEREAS a treaty was made and concluded at the Treaty Ground, Camp Stevens, Walla-Walla Valley, on the ninth day of June, in the year one thousand eight hundred and fifty-five, between Isaac I. Stevens, governor, and superintendent of Indian affairs, for the Territory of Washington, on the part of the United States, and the hereinafter named head chief, chiefs, headmen and delegates of the Yakama, Palouse, Pisquouse, Wenatshapam, Klikatat, Klinquit, Kow-was-say-ee, Li-ay-was, Skin-pah, Wish-ham, Shyiks, Oche-chotes, Kah-milt-pah, and Se-ap-cat, confederate tribes and bands of Indians, occupying lands lying in Washington Territory, who, for the purposes of this treaty, are to be considered as one nation, under the name of "Yakama," with Kamaiakun as its Head Chief, on behalf of and acting for said bands and tribes, and duly authorized thereto by them; which treaty is in the words and figures following, to wit:

Articles of agreement and convention made and concluded at the treaty ground, Camp Stevens, Walla-Walla Valley, this ninth day of June, in the year one thousand eight hundred and fifty-five, by and between Isaac I. Stevens, governor and superintendent of Indian affairs for the Territory of Washington, on the part of the United States, and the undersigned head chief, chiefs, headmen and delegates of the Yakama, Palouse, Pisquouse, Wenatshapam, Klikatat, Klinquit, Kow-was-say-ee, Li-ay-was, Skin-pah, Wish-ham, Shyiks, Oche-chotes, Kah-milt-pah, and Se-ap-cat, confederated tribes and bands of Indians, occupying lands hereinafter bounded and described and lying in Washington Territory, who for the purposes of this treaty are to be considered as one nation, under the name of "Yakama," with Kamaiakun as its head chief, on behalf of and acting for said tribes and bands, and being duly authorized thereto by them.

ARTICLE I. The aforesaid confederated tribes and bands of Indians hereby cede, relinquish, and convey to the United States all their right, title, and interest

in and to the lands and country occupied and claimed by them, and bounded and described as follows, to wit:

Commencing at Mount Ranier, thence northerly along the main ridge of the Cascade Mountains to the point where the northern tributaries of Lake Che-lan and the southern tributaries of the Methow River have their rise; thence southeasterly on the divide between the waters of Lake Che-lan and the Methow River to the Columbia River; thence, crossing the Columbia on a true east course, to a point whose longitude is one hundred and nineteen degrees and ten minutes (119° 10′,) which two latter lines separate the above confederated tribes and bands from the Oakinakane tribe of Indians; thence in a true south course to the forty-seventh (47°) parallel of latitude; thence east on said parallel to the main Palouse River, which two latter lines of boundary separate the above confederated tribes and bands from the Spokanes; thence down the Palouse River to its junction with the Moh-hah-ne-she, or southern tributary of the same; thence, in a southesterly direction, to the Snake River, at the mouth of the Tucannon River, separating the above confederated tribes from the Nez Percé tribe of Indians; thence down the Snake River to its junction with the Columbia River; thence up the Columbia River to the "White banks," below the Priest's rapids; thence westerly to a lake called "La Lac;" thence southerly to a point on the Yakama River called Toh-mah-luke; thence, in a southwesterly direction, to the Columbia River, at the western extremity of the "Big Island," between the mouths of the Umatilla River and Butler Creek; all which latter boundaries separate the above confederated tribes and bands from the Walla-Walla, Cayuse, and Umatilla tribes and bands of Indians; thence down the Columbia River to midway between the mouths of White Salmon and Wind Rivers; thence along the divide between said rivers to the main ridge of the Cascade Mountains; and thence along said ridge to the place of beginning.

ARTICLE II. There is, however, reserved, from the lands above ceded for the use and occupation of the aforesaid confederated tribes and bands of Indians, the tract of land included within the following boundaries, to wit:

Commencing on the Yakama River, at the mouth of the Attah-nam River; thence westerly along said Attah-nam River to the forks; thence along the southern tributary to the Cascade Mountains; thence southerly along the main ridge of said mountains, passing south and east of Mount Adams, to the spur whence flows the waters of the Klickatat and Pisco rivers; thence down said spur to the divide between the waters of said rivers; thence along said divide to the divide separating the waters of the Satass River from those flowing into the Columbia River; thence along said divide to the main Yakama, eight miles below the mouth of the Satass River; and thence up the Yakama River to the place of beginning.

All which tract shall be set apart, and, so far as necessary, surveyed and marked out, for the exclusive use and benefit of said confederated tribes and bands of Indians, as an Indian reservation; nor shall any white man, excepting those in the employment of the Indian Department, be permitted to reside upon the said reservation without permission of the tribe and the superintendent and agent. And the said confederated tribes and bands agree to remove to, and settle upon, the same, within one year after the ratification of this treaty. In the mean time it shall be lawful for them to reside upon any ground not in the actual claim and occupation of citizens of the United States; and upon any ground claimed or occupied, if with the permission of the owner or claimant.

Guaranteeing, however, the right to all citizens of the United States, to enter upon and occupy as settlers any lands not actually occupied and cultivated by said Indians at this time, and not included in the reservation above named.

And provided, That any substantial improvements, heretofore made by any Indian, such as fields enclosed and cultivated, and houses erected upon the lands hereby ceded, and which he may be compelled to abandon in consequence of this treaty, shall be valued, under the direction of the President of the United States and payment made therefor in money; or improvements of an equal value made for said Indian upon the reservation. And no Indian will be required to abandon the improvements aforesaid, now occupied by him, until their value in money, or improvements of an equal value shall be furnished him as aforesaid.

ARTICLE III. *And provided*, That, if necessary for the public convenience, roads may be run through the said reservation; and on the other hand, the right of way, with free access from the same to the nearest public highway, is secured to them; as also the right, in common with citizens of the United States, to travel upon all public highways.

The exclusive right of taking fish in all the streams, where running through or bordering said reservation, is further secured to said confederated tribes and bands of Indians, as also the right of taking fish at all usual and accustomed places, in common with citizens of the Territory, and of erecting temporary buildings for curing them; together with the privilege of hunting, gathering roots and berries, and pasturing their horses and cattle upon open and unclaimed land.

ARTICLE IV. In consideration of the above cession, the United States agree to pay to the said confederated tribes and bands of Indians, in addition to the goods and provisions distributed to them at the time of signing this treaty, the sum of two hundred thousand dollars, in the following manner, that is to say: sixty thousand dollars, to be expended under the direction of the President of the United States, the first year after the ratification of this treaty, in providing for their removal to the reservation, breaking up and fencing farms, building houses for them, supplying them with provisions and a suitable outfit, and for such other objects as he may deem necessary, and the remainder in annuities, as follows: for the first five years after the ratification of the treaty, ten thousand dollars each year, commencing September first, 1856; for the next five years, eight thousand dollars each year; for the next five years, six thousand dollars per year; and for the next five years, four thousand per year.

All which sums of money shall be applied to the use and benefit of said Indians, under the direction of the President of the United States, who may from time to time determine, at his discretion, upon what beneficial objects to expend the same for them. And the superintendent of Indian affairs, or other proper officer, shall each year inform the President of the wishes of the Indians in relation thereto.

ARTICLE V. The United States further agrees to establish at suitable points within said reservation, within one year after the ratification hereof, two schools, erecting the necessary buildings, keeping them in repair, and providing them with furniture, books, and stationery, one of which shall be an agricultural and industrial school, to be located at the agency, and to be free to the children of the said confederated tribes and bands of Indians, and to employ one superintendent of teaching and two teachers; to build two blacksmiths' shops, to one of which shall be attached a tin shop, and to the other a gunsmith's shop; one carpenter's shop, one wagon and ploughmaker's shop, and to keep the same in repair and furnished with the necessary tools; to employ one superintendent of farming and two farmers, two blacksmiths, one tinner, one gunsmith, one carpenter, one wagon and ploughmaker, for the instruction of the Indians in trades and to assist them in the same; to erect one saw-mill and one flouring-mill, keeping the same in repair and furnished with the necessary tools and fixtures; to erect a hospital, keeping the same in repair and provided with the necessary medicines and furniture, and to employ a physician; and to erect, keep in repair, and provided with the necessary furniture, the buildings required for the accommodation of the said employees. The said buildings and establishments to be maintained and kept in repair as aforesaid, and the employees to be kept in service for the period of twenty years.

And in view of the fact that the head chief of the said confederated tribes and bands of Indians is expected, and will be called upon, to perform many services of a public character, occupying much of his time, the United States further agrees to pay to the said confederated tribes and bands of Indians five hundred dollars per year, for the term of twenty years after the ratification hereof, as a salary for such person as the said confederated tribes and bands of Indians may select to be their head chief; to build for him at a suitable point on the reservation a comfortable house and properly furnish the same, and to plough and fence ten acres of land. The said salary to be paid to, and the said house to be occupied by, such head chief so long as he may continue to hold that office.

And it is distinctly understood and agreed that at the time of the conclusion of this treaty Kamaiakun is the duly elected and authorized head chief of the confederated tribes and bands aforesaid, styled the Yakama nation, and is recognized as such by them and by the commissioners on the part of the United States holding this treaty; and all the expenditures and expenses contemplated in this article of this treaty shall be defrayed by the United States, and shall not be deducted from the annuities agreed to be paid to said confederated tribes and bands of Indians. Nor shall the cost of transporting the goods for the annuity

payments be a charge upon the annuities, but shall be defrayed by the United States.

ARTICLE VI. The President may, from time to time, at his discretion, cause the whole or such portions of such reservation as he may think proper, to be surveyed into lots, and assign the same to such individuals or families of the said confederated tribes and bands of Indians as are willing to avail themselves of the privilege, and will locate on the same as a permanent home on the same terms and subject to the same regulations as are provided in the sixth article of the treaty with the Omahas, so far as the same may be applicable.

ARTICLE VII. The annuities of the aforesaid confederated tribes and bands of Indians shall not be taken to pay the debts of individuals.

ARTICLE VIII. The aforesaid confederated tribes and bands of Indians acknowledge their dependence upon the government of the United States, and promise to be friendly with all citizens thereof, and pledge themselves to commit no depredations upon the property of such citizens.

And should any one or more of them violate this pledge, and the fact be satisfactorily proved before the agent, the property taken shall be returned, or in default thereof, or if injured or destroyed, compensation may be made by the government out of the annuities.

Nor will they make war upon any other tribe, except in self-defense, but will submit all matters of difference between them and other Indians to the government of the United States or its agent for decision, and abide thereby. And if any of the said Indians commit depredations on any other Indians within the Territory of Washington or Oregon, the same rule shall prevail as that provided in this article in case of depredations against citizens. And the said confederated tribes and bands of Indians agree not to shelter or conceal offenders against the laws of the United States, but to deliver them up to the auhorities for trial.

ARTICLE IX. The said confederated tribes and bands of Indians desire to exclude from their reservation the use of ardent spirits, and to prevent their people from drinking the same, and, therefore, it is provided that any Indian belonging to said confederated tribes and bands of Indians, who is guilty of bringing liquor into said reservation, or who drinks liquor, may have his or her annuities withheld from him or her for such time as the President may determine.

ARRICLE X. *And provided*, That there is also reserved and set apart from the lands ceded by this treaty, for the use and benefit of the aforesaid confederated tribes and bands, a tract of land not exceeding in quantity one township of six miles square, situated at the forks of the Pisquouse or Wenatshapam River, and known as the "Wenatshapam fishery," which said reservation shall be surveyed and marked out whenever the President may direct, and be subject to the same provisions and restrictions as other Indians reservations.

ARTICLE XI. This treaty shall be obligatory upon the contracting parties as soon as the same shall be ratified by the President and Senate of the United States.

In testimony whereof, the said Isaac I. Stevens, governor and superintendent of Indian affairs for the Territory of Washington, and the undersigned head chief, chiefs, headmen, and delegates of the aforesaid confederated tribes and bands of Indians, have hereunto set their hands and seals, at the place and on the day and year hereinbefore written.

ISAAC I. STEVENS,
Governor and Superintendent. [L. S.]

KAMAIAKUN,	his x mark.	[L. S.]
SKLOOM,	his x mark.	[L. S.]
OWHI,	his x mark.	[L. S.]
TE-COLE-KUN,	his x mark.	[L. S.]
LA-HOOM,	his x mark.	[L. S.]
ME-NI-NOCK,	his x mark.	[L. S.]
ELIT PALMER,	his x mark.	[L. S.]
WISH-OCH-KMPITS,	his x mark.	[L. S.]
KOO-LAT-TOOSE,	his x mark.	[L. S.]
SHEE-AH-COTTE,	his x mark.	[L. S.]
TUCK-QUILLE,	his x mark.	[L. S.]
KA-LOO-AS,	his x mark.	[L. S.]
SCHA-NOO-A,	his x mark.	[L. S.]
SLA-KISH,	his x mark.	[L. S.]

Signed and sealed in presence of—
JAMES DOTY, *Secretary of Treaties*,
MIE. CLES. PANDOSY, *O. M. T.*,
WM. C. MCKAY,
W. H. TAPPAN, *Sub Indian Agent, W. T.*,
C. CHIROUSE, *O. M. T.*,
PATRICK MCKENZIE, *Interpreter*,
A. D. PAMBURN, *Interpreter*,
JOEL PALMER, *Superintendent Indian Affairs, O. T.*,
W. D. BIGLOW,
A. D. PAMBURN, *Interpreter*.

And whereas, the said treaty having been submitted to the Senate of the United States for its constitutional action thereon, the said Senate did, on the eighth day of March, one thousand eight hundred and fifty-nine, advise and consent to the ratification of the same by a resolution in the words and figures following, to wit:

"IN EXECUTIVE SESSION,
"SENATE OF THE UNITED STATES, March 8, 1859.

"*Resolved*, (two thirds of the senators present concurring,) That the Senate advise and consent to the ratification of treaty between the United States and the head chief, chiefs, headmen, and delegates of the Yakama, Palouse, and other confederate tribes and bands of Indians, occupying lands lying in Washington Territory, who, for the purpose of this treaty, are to be considered as one nation, under the name of "Yakama," with Kamaiakun as it head chief, signed 9th June, 1855.

"Attest:

ASBURY DICKINS, *Secretary*."

Now, therefore, be it known that I JAMES BUCHANAN, President of the United States of America, do, in pursuance of the advice and consent of the Senate, as expressed in their resolution of March eighth, one thousand eight hundred and fifty-nine, accept, ratify, and confirm the said treaty.

In testimony whereof, I have hereunto caused the seal of the United States to be affixed, and have signed the same with my hand.

Done at the city of Washington, this eighteenth day of April, in the year of our Lord one thousand eight hundred and fifty-nine, and of the independence of the United States the eighty-third.

[SEAL] JAMES BUCHANAN.

By the President:
LEWIS CASS, *Secretary of State*.

Senator KNOWLAND. What is the prior largest amount for fishing rights, to your knowledge, that has ever been provided in legislation?

General CHORPENING. I know of no other dams that we have built where we have encountered a problem of this magnitude and where there has been a treaty of long standing with the Indians for fishing right that had to be resolved on some financial basis.

Senator KNOWLAND. So far as you know, was this situation known at the time that the program first went ahead, that is, that we would run into this treaty situation, and was this approximate amount in the estimates furnished to the committee?

General CHORPENING. Yes. It was well known. Regardless of that, this site that we have selected is the best site even considering that particular phase of the cost involved. I might mention that no part of the funds that we are asking for this year are set up for any payments to the Indians. It is a part of the over-all cost for developing the Columbia River Basin, of course, which eventually must be paid. But we do not expect that we are going to get to a point in our

negotiations with the Indians in the coming fiscal year where any of the funds will be required to pay them off.

Senator KNOWLAND. Well, I think this is a thing the committee will want to be advised on. Of course, it is the story of the camel getting his nose in under the tent. I assume that once this situation is given widespread publicity and it is made known that $23 million are being paid for fishing rights under a treaty, there will be many people smashing their heads in an attempt to see whether construction of this type will not affect their fiishing rights. Just how wide a door has been opened up here and whether the engineers have been giving attention to that phase of the problem, I do not know.

General CHORPENING. We have had many meetings with the Indians. I do not want to give any other impression to the committee. We have had many meetings with them looking toward getting down to the meat of this proposition. My experience is that it will take many more meetings and long hours to get such a matter resolved.

I would like to go back to a point that was raised a little earlier. After the Dalles Dam is built, it is proposed by the States of Oregon and Washington that no commercial fishing will be permitted in the river above Bonneville Dam by anybody. There would just be no fishing. That will be a conservation measure of this great natural resource of a large value.

Chairman MCKELLAR. Will you put a copy of that in the record? Has it been enacted into law by the State?

General CHORPENING. That has not been enacted into law, but that is my understanding, sir.

Chairman MCKELLAR. I have been a firm friend of the Indians. We took their country, and we want to be generous to them, and all of that sort of thing. I was involved in this power legislation at an early stage and was one of the originators of it and made a fight for it. So I am not prejudiced against the Indians.

COST OF LAND ACQUISITION

But when you said that all of the land that will be taken would cost $7 million while we will have to pay $23 million for the fishing rights to the Indians, it strikes an ordinary mind like mine that that is a tremendous amount of money to be turned over to a small segment of our population.

The population of Oregon and Washington would be what?

Senator KNOWLAND. Several millions of people.

Chairman MCKELLAR. To think that we are to pay $7 million for all of the lands covered by the dam and are to pay $23 million for the fishing rights to 7,000 Indians looks out of proportion, to be perfectly frank about it.

General CHORPENING. I will say that I would like to hope that we could close out the fishing rights for something less than that, but at this time, with it being somewhat indefinite, I am hopeful that this would be the very maximum that we would have to pay for them.

Chairman MCKELLAR. Are the Indians represented by lawyers who are worried about these rights?

General CHORPENING. We usually find in our dealings that there are lawyers in Washington that do represent them. I know that has

been the case in our dealings with the Indians in so many other places.

ATTORNEYS' FEES

Senator KNOWLAND. Well now, in a good many cases where the Congress finally has provided funds either as a result of prior court action or some settlement, there is written into the legislation that not more than 5 percent or not more than a fixed sum can be used as attorney's fees, so that the sum of money, whatever the figure turns out to be, will go to the Indians for their rights and will not go to those who have been representing them.

I wondered what safeguards are provided in this and whether or not the attorneys representing or alleging to represent the Indians have disclosed what contracts and understandings they have with the Indians as to what their legal fees will be.

General CHORPENING. I am sure that it is going to take special and separate action by the Congress in paying off this treaty, and that provision, of course, could be written in there to protect the Indians.

Senator KNOWLAND. Do you know whether or not the attorneys claim to have any agreement with the Indians as to what the fees for representation are to be in this matter?

General CHORPENING. No, sir, I do not.

Senator KNOWLAND. Have you ever asked the Indians what understanding they have with their attorneys?

General CHORPENING. Since these negotiations are only in the preliminary stages, I am certain that I personally have not and I am certain that our representatives in the field have not asked them. This figure that we are talking about, $23 million, is just our own thinking of a figure that might be somewhere in the neighborhood of total value of the fish taken out annually, during the assumed economic life of the project.

Senator KNOWLAND. Has any figure been discussed by the Indians themselves as to what they think their rights are?

General CHORPENING. I have information that the highest figure that the Indians have discussed is $900,000 annually as against our estimate which is in the neighborhood of $500,000 annually.

Senator KNOWLAND. Has this figure of $23 million been mentioned outside heretofore?

General CHORPENING. I am sure that it was mentioned in the House hearings this year, and it may have been mentioned in the House hearings last year.

Chairman MCKELLAR. The House did not allow anything?

General CHORPENING. The House did not allow anything, sir.

Chairman MCKELLAR. Do you know what reasons they offered?

General CHORPENING. The House action is one of the reasons why the negotiations with the Indians are not progressing more rapidly. We are not going to be able to conclude the negotiations with the Indians until such time as we are far enough along with the construction to assure that the project is going to go to completion. The Indians have treaty rights which they do not want to relinquish until necessary. As a matter of fact, one of the tribes involved is very reluctant to negotiate. This tribe is not going to negotiate until its

members are completely convinced that we are going to go ahead and build this dam.

(The following information was supplied:)

THE DALLES LOCK AND DAM, COLUMBIA RIVER, WASHINGTON AND OREGON

EFFECT OF REDUCTION

Elimination of all funds for The Dalles Dam for fiscal year 1953 will require the closing out of the present construction contract at an estimated expense to the Government for a just claim by the contractor which may reach between one-half and one million dollars. As this present contract is on a very favorable price of $2 per yard for rock excavation, it is probable that further losses will be incurred due to a higher unit price when work is resumed. Failure to receive any funds in 1953 will also leave the Government in a position where it is unable to settle in full the judgment for the taking of the Wasco County Bridge and therefore make it impossible for Wasco County to continue its plan for removal of the bridge to a site which willl not interfere with future construction of The Dalles Dam. Total claims which may arise due to stoppage of work on The Dalles Dam may reach as high as $2 million.

Another undesirable effect of stopping construction on The Dalles Dam in fiscal year 1953 is that business and real estate in the vicinity of The Dalles will be seriously disrupted. The city, county, board of education and other agencies at The Dalles have cooperated with the Government to provide necessary housing and to avoid the necessity of construction of a Government town. If this plan is completely worked out, it will result in a substantial savings. Private capital is developing housing projects, trailer camps, and other facilities. However, if the construction program is to be placed on a stop-and-go basis, private enterprise will be discouraged, and it may well be necessary to construct Government-owned housing facilities.

Lack of appropriations for The Dalles will put a stop to the present negotiation with the Indians for determination of damages arising out of inundation of the fishing rights guaranteed to them by treaty and custom. It will also put a stop to the assembly of data as to the annual fish take now being provided by use of funds transferred to the Fish and Wildlife Service.

Elimination of all funds for fiscal year 1953 will delay power delivery from November 1957 to about May 1959. This amounts to about 18 months and exceeds 1 year because of the fact that the remobilization necessary to get the job under way will require some time in addition to the 1-year gap in appropriations.

JUSTIFICATION FOR RESTORATION

Delay in the production of power at this project will result in power-generating capacity failing to keep abreast of the rate of increase in demand for electric power, and would intensify the already existing power shortage in the Pacific Northwest. Power demands in this area are increasing so rapidly that power shortages are retarding normal industrial developments.

The $37,500,000 requested in the budget estimate is necessary if an orderly program of appropriations is to be achieved for construction of the Dalles Dam to meet the scheduled dates for delivery of power. Plans and designs and construction for the Dalles Dam are progressing in a very satisfactory manner and there is every reason to expect that the work will be completed on schedule and without unnecessary cost increases in the event that the funds requested are appropriated.

Completion of this project in the most expeditious manner practicable is essential to the national defense and the economic well-being of a large segment of the Nation. It will provide a large block of power, not now or otherwise available, for essential industry. Of special significance is the fact that the Dalles project would require relatively short transmission lines to the major load center of Portland, Oreg., and vicinity, wherein a large segment of the aluminum reduction plants of the area are located, and thereby necessitating the least investment in transmission facilities to serve these industries.

It will also serve the power deficient constal areas of Oregon and Washington where a heavy concentration of the lumber industry is constantly threatened with curtailment due to a power failure. A large proportion of the lumber and

aluminum industries, as well as many allied industries of the region, are now forced to operate on dump or interruptible power which is undependable and unsatisfactory considering their defense importance.

Present water-borne commerce to the extent of approximately 1 million tons annually is seriously delayed by the necessity of passage through the obsolete Dalles-Celilo canal and is subject to serious hazards in the form of swift water and treacherous channels in the portion of the Columbia River to be included in the pool above the Dalles Dam. Any extensive increase in this commerce, such as would be necessary to relieve the railroads of an overload caused by a national emergency, would not be feasible because of the limited capacity of the Dalles-Celilo canal. This condition would be relieved by the construction of the Dalles Dam and navigation lock, the capacity of which will be well in excess of 4 million tons annually.

Chairman McKellar. All right, sir. Are there any further questions?

SEIZURE AMENDMENT REQUESTED

Senator Knowland. There is just one other thing, Mr. Chairman. I was not here when these hearings opened, and for the record at this point, although it may not belong right in this particular part of the record, I desire to offer this amendment, which is similar to amendments which have already been adopted by the Senate.

Section —. No part of any appropriation contained in this act or any funds made available for expenditure by this act shall be used for the purpose of acquiring, seizing, or operating any plant, facility, or other property unless the acquisition, seizure, or operation of such plant, facility, or other property is authorized by act of Congress.

Chairman McKellar. That will be done.

Go ahead, General.

Monongahela River, Pa. and W. Va.

RECONSTRUCTION OF LOCKS

General Chorpening. The next project is on page 40 of the requests for restoration. This is lock 2 on the Monongahela River. I am going to ask Colonel Milne to make a short statement on that.

Colonel Milne. For this project the budget estimate was $2,939,000. The House allowed $2,500,000, a cut of $430,000. We are asking for the restoration of the cut of $430,000.

As you will remember, Mr. Chairman, there is a continuing contract on this project; and the $2,930,000 is required to complete that contract for the 110-foot lock, at this site on the Monongahela River.

If we do not get this money, it will mean, of course, that the job will have to extend beyond the fiscal year 1953. That will result, and is bound to result, in additional government costs, because we will have to continue our inspection and supervisory crew, for construction of this lock beyond the normal time. In addition to that, we will continue in effect the bottleneck which now exists on the lower part of the Monongahela River.

I think you are familiar with the fact, Mr. Chairman, that this particular river carries a tremendous amount of commerce that is vital to the national defense. Almost all of the coal that comes into the steel-producing area of Pittsburgh is transported on the Monongahela River. At the present time we have at lock 2 only a very small lock chamber. We are building a larger one adjacent to it. As a result, the tows coming down the river have to break up. They are seriously

delayed. Moreover any accident that might happen to the smaller lock chamber would eliminate navigation on the Monongahela River until such time as we could get the lock repaired.

We think the restoration of the money is vital.

(The following information was supplied:)

MONONGAHELA RIVER, PA. AND W. VA., RECONSTRUCTION OF LOCKS 2

EFFECT OF REDUCTION

The reduced amount will delay completion of the 110-foot lock for several months and will result in a corresponding delay in completion of the entire project. In the interim both up- and down-bound river traffic must continue to move through the small or 56-foot lock. The project cannot accommodate all the traffic without delays until such time as it is completed.

JUSTIFICATION FOR RESTORATION

The volume of commerce moving through locks 2, Monongahela River, has increased steadily during the years until during calendar year 1951 an average of approximately 1,630,000 tons of traffic per month used these facilities. This increase in commerce is due primarily to coal shipments; however, gasoline, sand, gravel, iron, and steel are shipped in large quantities. As continued expansion of traffic may be anticipated with steel production continuing at near-capacity rates and industrial activity at its current level, completion of locks 2 as soon as possible is not only desirable, but essential if uninterrupted traffic so vital to the defense effort is to be maintained on the lower Monongahela River.

Chairman MCKELLAR. All right, sir, go ahead.

SCHUYLKILL RIVER ABOVE FAIRMOUNT DAM, PA.

General CHORPENING. Colonel Milne will talk about the next item, which is the Schuylkill River.

Colonel MILNE. On the Schuylkill River the approved budget estimate was $1,200,000. The House allowed $1 million. We are asking for the restoration of $200,000.

This project is a very interesting one. I would like to take just a minute to explain some of the aspects of it to the committee.

For a number of years, in mining operations in the State of Pennsylvania, the culm or sediment from the mining operations was dumped into the Schuylkill River. This resulted in literally filling the entire Schuylkill River from the mines to the mouth at the Delaware River with a deposit of fine, powdered culm.

The State of Pennsylvania several years ago passed legislation which prohibited that type of mining. In addition to that, they have spent $35 million themselves in cleaning out the portion of the river above the Plymouth Pool. It was a joint venture approved by Congress, which provided that we would take care of the river from Plymouth Pool to the Delaware River, while the State of Pennsylvania would take care of the portion of the river above. They have completed their agreement and have spent $35 million. They have cleaned the river of all culm above Plymouth Pool, and in addition have sealed off all of the mines that caused this culm deposit.

We have started work with the previous appropriations from the Congress on this particular job. The restoration of the $200,000 will permit us to finish the dredging in the upper two pools and to complete the disposal area for Fairmount Pool.

EXPENDITURES TO DATE

Chairman McKellar. How much have you spent on it?

Colonel Milne. We have had allotments to date of $2,300,000.

Chairman McKellar. How much has actually been spent?

Mr. Smet. We still have unobligated a substantial portion of the appropriations. A contract will be let the beginning of June for dredging both the Plymouth and Flat Rock Pools, which are the first ones to be initiated.

FUNDS ON HAND

Chairman McKellar. How much have you on hand?

Mr. Smet. About $1,700,000, sir.

AMOUNT REQUESTED

Chairman McKellar. And what do you want?

Colonel Milne. $1,200,000. The House allowed $1 million.

Chairman McKellar. And you want the $200,000 additional?

Colonel Milne. The amount of money unobligated plus the amount that we are asking for in fiscal 1953 will permit us to do three things. It will permit us to finish the dredging, that is, clearing out the Plymouth and the Flat Rock Pools. The rest of the money, including the $200,000 we are asking the restoration of, will enable us to prepare the disposal area to receive the culm that must come out of Fairmount Pool. Until that disposal area is completed, we cannot dredge anything out of Fairmount Pool.

It might be of interest to the committee to know that a great deal of this culm that comes into the Fairmount Pool eventually finds its way into the navigation channels of the Schuylkill and Delaware Rivers, and we have to remove it from the rivers in our normal dredging operations in order to keep those main arteries of commerce to the port of Philadelphia open.

The ultmate result of the removal of the culm in the Schuylkill River will enable us to reduce Federal expenditures on the over-all maintenance problem in connection with the Schuylkill and Delaware Rivers. That is just one of the several major benefits which will result from this culm removal from the pools.

(The following information was supplied:)

SCHUYLKILL RIVER ABOVE FAIRMOUNT DAM, PA.

EFFECT OF REDUCTION

Recent field surveys made subsequent to the submission of the budget estimate to Congress indicate a reduction in the amount of material in Plymouth and Flat Rock Pools due to freshets carrying material downstream into Fairmount Pool. The amount in the approved budget estimate ($1,200,000) together with prior year appropriations, would be sufficient to complete the removal of all culm now in Plymouth and Flat Rock Pools under a continuing contract and would allow sufficient funds for the construction of Darby Creek disposal area. The House reduction would delay the completion of Darby Creek disposal area, which must be fully completed before the initiation of dredging of Fairmount Pool.

As stated heretofore, additional dredging in Fairmount Pool will be necessary to remove the culm which has moved down from the upper pools. A reduction in the funds contained in the President's budget for this project could result in 1 year's extension of the date of completion.

JUSTIFICATION FOR RESTORATION

Numerous industries and the naval base located along the lower reaches of Schuylkill River are seriously affected by culm deposits from above Fairmount Dam causing shoals in front of their wharves, particularly during freshets. Plants using water from Schuylkill River for domestic and industrial purposes also experience considerable trouble by clogging of their intakes. Early completion of the project would substantially lessen these difficulties. A number of the industries, including oil refineries, ore and grain loading piers as well as the naval base are highly important to the defense program. Therefore, adherence to the scheduled progress is highly important.

It is considered that adequate maintenance of the Schuylkill River channel is important to the defense effort and the national economy and that any reduction in the maintenance load by removing the material before it can move into the navigation channels is considered to be of the same order of priority as the direct maintenance operations.

Chairman McKellar. All right, sir, go ahead.

Cheatham Lock and Dam, Tenn.

General Chorpening. The next item is on page 44 of the request for restoration and is the Cheatham lock and dam, Tennessee. The total estimated cost is $14,200,000, of which we have received $6,636,500 in allotments to date. Our approved budget estimate was $6 million, and nothing was allowed by the House. We are asking for the full restoration.

Now, I think I would like to read the statement that appears in the House report on this project and then comment on it.

Chairman McKellar. All right, sir. On what page does that appear?

General Chorpening. I am reading a statement from the House report, sir. Our justification of this item appears on page 44 of the request for restoration.

Chairman McKellar. All right, go ahead.

General Chorpening (reading):

The bill does not include the amount of $6 million requested for the Cheatham lock and dam, Tennessee, because of the continued indecision concerning the inclusion of power facilities in this project. A bill is now pending in the Congress to provide these facilities. Funds for construction of the dam are requested in the bill. Inasmuch as the inclusion of power facilities will affect the design of this portion of the project the committee does not think that such work should be initiated until the above-mentioned indecision has been clarified.

The work that is now underway on this dam is for the construction of the navigation project, and it should be continued.

EXPENDITURES TO DATE

Chairman McKellar. How much has been spent on it up to date?

General Chorpening. We have had appropriations of $6,636,500.

The navigation part of this dam is to replace three old crib-type locks and dams which are in very bad repair and could fail at any time. Therefore, it is highly essential, if we are to have proper navigation on the Cumberland River, that this dam go ahead.

Now, with reference to the matter of power at this dam, authorization for the inclusion of power at Cheatham Dam is pending in Senate 97 of the Eighty-second Congress, which has been enacted by the Senate and has been favorably reported on by the House Committee

of Public Works. It appears, therefore, that authorization might be forthcoming at an early date.

POWER FACILITIES

If power is authorized and construction initiated on the power phase prior to July 1953, adding the powerhouse would have a very negligible effect on the design and construction of the dam and would merely involve tying the dam to the powerhouse instead of to a river wall on the left abutment. However, even if power were not authorized prior to July 1953, the additional cost of including power after completion of the navigation project, as compared to construction of the dual-purpose project at this time, would not exceed $275,000.

In other words, prior to July 1, 1953, the cost would be negligible. The maximum would be $275,000.

Chairman McKellar. Supposing work were stopped at the dam, what would it cost the Government?

General Chorpening. It would cost the Government very considerable, first, because we have an investment there already of something over $6 million, and further, we have just recently opened bids there on a major portion of the work and we have received extremely favorable bids. I believe the low bid was 9 percent below our own Government estimate. Now, that contract is with a reputable contractor, and if we received no funds we would have to close that contract out. We would never get a better one under present price trends, I am sure; and we feel that we should go ahead.

Now, it would cost something in the neighborhood of $400,000 or $500,000 to close out the contract now and later resume work, and we would have sitting there $5 million or $6 million worth of work for which there is no benefit accruing. Therefore, we respectfully request that the amount of the cut be restored and that this project be allowed to go forward. I am sure the power phase will be settled in the near future; and, even if not, the additional cost would be nominal compared to the over-all cost of the project.

Chairman McKellar. And that would be about $275,000?

General Chorpening. About $275,000 if this authorization for power is made after July 1, 1953. If we get it sooner, the cost will be quite negligible.

(The following information was supplied:)

CHEATHAM LOCK AND DAM, TENNESSEE

EFFECT OF REDUCTION

The elimination of funds for this project will mean suspension or termination of existing contracts early in the fiscal year 1953. It is estimated that the cost of the project will increase $400,000 due to the following factors: the expense of closing out existing contracts, with attendant duplication of mobilization and demobilization; the need for protecting uncompleted work; higher contract prices due to lesser quantities and possible contingencies added by future contractors as a protection against additional contract terminations. Use of the lock also will be deferred at least one year from 1953 to 1954 with attendant loss of savings in time and money.

JUSTIFICATION FOR RESTORATION

Inclusion of the budget estimate of $6,000,000 in the 1953-fiscal-year construction program is necessary in order to continue construction at the most economical rate. The dam is necessary for the useful completion of the navigation

project, whether or not power is authorized. In view of the deterioration of some of the existing crib-type dams, which are over 40 years old, work should be continued uninterrupted, as failure of any one of these dams will result in serious impairment of the use of the waterway and an increase in the cost of the project.

According to the report of the House Committee on Appropriations, funds for this project were deleted because the committee was under the impression that, if the presently authorized project is completed before the power project is authorized, an increased cost will result for the multipurpose project. If power is authorized and construction thereon initiated prior to July 1953, practically no additional cost will accrue over and above the combined total cost of the lock, dam, and powerhouse. If the powerhouse is constructed after completion of the dam, it is estimated that the additional cost will be approximately $275,000. Accordingly, since the effect of elimination of funds for the project in fiscal year 1953 would be to increase the Federal costs by $400,000 and lose of the use of the new lock for at least 1 year, it is sound economy to restore the $6,000,000 in the President's budget for continuation of work at an economical rate.

Chairman McKellar. Are there any questions; gentlemen?

All right, go ahead.

Old Hickory Lock and Dam, Tennessee

General Chorpening. The next project is Old Hickory lock and dam in Tennessee, which has an estimated Federal cost of $50,600,000. To date, $2,450,000 has been appropriated by the Congress, and construction was only initiated in the current fiscal year. Our approved budget estimate for this fiscal year was $16 million. The House has allowed only $8 million; in other words, only 50 percent of what we had requested. We are asking that this be restored. I am going to ask Colonel Paules to talk about this project.

Chairman McKellar. All right, Colonel.

POWER CAPACITY

Colonel Paules. This project on the Cumberland River, upstream from Nashville will have a capacity of 100,000 kilowatts when the installation is complete. It is scheduled to come into operation in October of 1954, and the last power unit will be completed in October of 1955. Together with the other projects of the Corps of Engineers—Center Hill and Dale Hollow and Wolf Creek—this project will supply power from the Cumberland River Basin into the Tennessee Valley Authority system. The TVA is very short of power. They urgently need this power production from Old Hickory Dam. It has been coordinated into the schedules of the TVA.

Chairman McKellar. What do you mean when you say "it has been coordinated"?

Colonel Paules. The Corps of Engineers is building this project, but it is coordinated with the schedules of the TVA for the construction of steam plants to meet their power requirements in the area. If this cut from $16 million to $8 million is sustained, the project will be delayed at least 6 months.

Senator Young. Off the record.

(There was a discussion off the record.)

Chairman McKellar. All right, go ahead.

NAVIGATION STRUCTURES

General CHORPENING. I would like to mention one other thing in connection with Old Hickory Dam. This project will replace five antiquated navigation structures that exist there and which are in operation. We are spending the very minimum on them for maintenance, of course, because we are expecting that this new dam will replace them in the near future. It might be of interest to the committee, I think, to realize that when we can throw these five old structures out of operation we will be able to take 21 men, who now operate those facilities, off the payroll, and the modern lock will require only about half that number of people to operate it. So, in effect, if this is not prosecuted, we will be losing something there. It is a small amount, it is true, but nevertheless it is a real saving. And, if we delay the completion of this project, it means spending more funds to maintain these obsolete structures.

Chairman MCKELLAR. Did the House report mention this project at all?

General CHORPENING. I did not understand, sir.

Chairman MCKELLAR. Did the House report mention this project at all?

General CHORPENING. I do not believe there was a mention of the Old Hickory lock and dam in the House report. Nothing was said about it. They just cut the request of the Bureau of the Budget and of the President in half.

Chairman MCKELLAR. All right. You say that it would delay the completion of the project by about 6 months?

General CHORPENING. Yes, sir.

(The following information was supplied:)

OLD HICKORY LOCK AND DAM, TENNESSEE

EFFECT OF REDUCTION

It will be necessary to terminate or curtail the contracts for manufacture of the turbines and generators. The House allowance will not permit coordinated work schedules necessary in effecting an economical completion program, and will delay initial power generation at least 6 months from October 1954, as presently scheduled, and possibly longer, depending upon adequacy and time of required future appropriations. The total cost of the project will be increased due to termination or suspension costs that will result from the reduction of the budget estimate. Further, higher contract prices can be anticipated due to lesser quantities and to contingencies added by future contractors to cover possible contract terminations.

JUSTIFICATION FOR RESTORATION

The hydroelectric power to be produced at this project is badly needed in the rapidly expanding power markets of the general area. A conference with representatives of the Tennessee Valley Authority, the Federal Power Commission, and the Southeastern Power Administration developed the fact that the expected increase in power requirements of the TVA system (into which the Old Hickory power would be fed) will be at least 650,000 kilowatts in 1953 and 600,000 kilowatts in 1954. These large increases in power demand result from the impact of the defense effort in this region. The power dates established to meet the regional defense requirements of this area cannot be met with an allocation of $8,000,000 as allowed by the House. Consequently, another $8,000,000 will be needed if the power requirements are to be met and first power placed on the line in October 1954.

GULF INTRACOASTAL WATERWAY, GALVESTON DISTRICT, TEXAS

Colonel MILNE. The next project is the Gulf Intracoastal Waterway and pertains to the building of the Colorado River locks. You will find that on page 48, of the request for restoration, Senator.

We have an approved budget estimate of $1,386,000. The House allowed $1 million, and we are asking for the restoration of $386,000.

As you know, the work on the Colorado River locks is already under way. It is under a continuing contract. The $386,000 is necessary to complete the work in fiscal year 1953. If the money is not restored, it will simply mean that the construction time will have to be extended into fiscal 1954. That will ultimately increase the Government's cost due to the fact that we will have to continue our inspectors for a longer period of time, and it could very well result in damage to the uncompleted part of the structure from the hurricanes and severe storms that they have in that area.

I would also like to point out that the Gulf Intracoastal Waterway carries a large amount of traffic, something in excess of 6 million tons of traffic having been carried on that waterway last year at this particular point, the Colorado River locks. More than 99 percent of that traffic was classified as essential to the defense effort—principally petroleum.

Chairman MCKELLAR. In a general way, what other products are carried?

Colonel MILNE. It is primarily petroleum, plus some metals, chemicals, and materials used in the chemical industries.

Due to the construction of the locks, we have necessarily had to route the traffic through a bypass route which is very narrow and tortuous. That is delaying the traffic, and we feel that it is in the interest of economy to restore this money so as to enable us to complete the contract in fiscal year 1953.

Chairman MCKELLAR. Will that complete the contract?

Colonel MILNE. Yes, sir.

Chairman MCKELLAR. There would not be any application for additional money next year?

Colonel MILNE. Not for that feature of the Intracoastal Waterway project; no, sir.

(The following information was supplied:)

GULF INTRACOASTAL WATERWAY (GALVESTON DISTRICT)

EFFECT OF REDUCTION

Work on the Colorado River locks is being done under a continuing contract and is dependent upon the full budget amount for orderly completion of the contract in fiscal year 1953 as scheduled. Reduction of the budget amount may necessitate cessation of the work. Further, the House reduction may delay completion of this important element of the waterway into the next fiscal year; unduly prolong the exposure of the existing structure and navigation to the hazard of damage and delays because of the necessarily crooked bypass channel and cramped approaches on both sides of the river; increase exposure of the coffered area to flooding from hurricanes; increase contract costs resulting from a protracted construction period and increased exposure to the above hazards; and increase Government costs for inspection and supervision of construction over an extended period.

JUSTIFICATION FOR RESTORATION

The present construction schedule calls for orderly prosecution of the contract to completion in fiscal year 1953. A reduction in appropriations for this element of the Intracoastal Waterway project will be false economy, as it will actually increase the over-all cost of the project. The amount of increase in cost will be dependent upon how long completion of the locks is delayed and upon the amount of damage caused by storms and navigation accidents during the construction period. Upon completion, the locks will reduce shoaling in the channel, thereby reducing maintenance costs, reduce the frequency of marine accidents and damages to the existing floodgates, and during high stages of the river, will materially reduce delays presently experienced by navigation, resulting in a reduction in vessel operating costs.

The traffic through the Colorado River floodgates in calendar year 1950 totaled 25,569 vessel trips transporting 6,198,624 short tons, of which essential materials made up more than 99 percent of the tonnage.

Chairman McKellar. All right, sir, go ahead.

Chief Joseph Dam, Columbia River, Wash.

General Chorpening. The next project is on page 50 of the request for restoration, Chief Joseph Dam on the Columbia River, Wash., another of the large projects in the Northwest.

This project has a total estimated cost of $206 million, and we have had allotments to date of $43,592,800. The approved budget estimate was $25,300,000, and the amount allowed by the House is $11,500,000, a cut of $13,800,000.

Chairman McKellar. How much do you have in the present fiscal year?

General Chorpening. For the present year the appropriation was $16,892,000.

Chairman McKellar. How much of that has been used?

General Chorpening. At the end of March approximately half of that had been obligated, and we expect to have the remainder almost entirely obligated by this time.

As I stated this is another large hydroelectric project which will add over 1,000,000 kilowatts of power in the Northwest. We plan to have the first power on the line in December 1955.

Chairman McKellar. No fish contracts are involved?

General Chorpening. No fish are involved here, sir.

The effect of such a drastic reduction here would be to back up by 1 year the time when we could start placing generating units on the line in an area in which the projected power requirements are such that this power is definitely needed to fit in at the time designated.

Chairman McKellar. General, referring to another matter for just a minute, was all planning money for both river and harbor and flood control knocked out?

General Chorpening. All planning money, both for rivers and harbors and for flood control, was removed by the House.

Chairman McKellar. Well now, is there an application on the part of the engineers to restore any part of the planning money for flood control?

General Chorpening. Yes, sir.

Chairman McKellar. You have not gotten to that as yet?

General Chorpening. When we get into flood control, a little later, I will ask for the full restoration of those planning funds.

I might mention that on Chief Joseph Dam the restoration requested will provide for the construction, procurement, and installation of equipment on schedule, thereby insuring savings estimated at $1,950,000. The maintenance of the schedule of construction will also insure against the loss of revenue estimated at $11 million or more.

In other words, if we do not get the power on the line, then we do not get the revenue which will be coming in when the project is producing.

(The following information was supplied:)

CHIEF JOSEPH DAM, COLUMBIA RIVER, WASH.

EFFECT OF REDUCTION

The physical arrangement of Chief Joseph Dam is such that construction of all major features must be practically completed in order to permit initial generation of power. The intake channel excavation has been completed. In order to divert water into the intake channel from the main river, the main dam structure must be completed and the tainter gates installed. Before water is diverted, the construction of the intake structure must be completed and the intake gates, gate operating equipment and gantry crane installed and ready for operation. The powerhouse substructure must be completed and sealed against tail water and the superstructure must be completed over assembly bays and generator bays in which assembly of main units has reached, or is nearing completion, before generation can be started. The effect of the contemplated reduction would be an overall retardation in prosecution of construction and procurement of equipment. It is apparent that such a retardation would have the final effect of delay in placing power on the line by approximately 1 year.

JUSTIFICATION FOR RESTORATION

The earliest possible completion of this work is essential in meeting present power deficits and the forecasted power requirements. The Munitions Board has pointed out that hydroelectric projects in this region are directly identified with the defense program and that their rapid completion is the only practicable means of obtaining power for the production of the increased supply of aluminum needed. The installation of sixteen 64,000-kilowatt generating units will add 1,024,000 kilowatts installed capacity to the Northwest Federal Power System. The work has been programed to place four 64,000-kilowatt units on the line as soon as the pool is made available by completion of the main dam. The schedule of construction of the main dam, intake and powerhouse, and procurement and installation of equipment has been carefully coordinated to effect the most economical program possible to bring power on the line in December 1955. Any delay caused by reduction in funds for the fiscal year 1953 program would result in appreciable increases in costs of construction, added interest charges, and substantial loss of revenue from production of the large block of power now expected in 1955. It is estimated that for a delay of a period of 1 year, the added construction and interest charges would exceed $1,500,000 and the value of the power loss would be over $11,000,000.

The restoration requested will provide for prosecution of construction, and procurement and installation of equipment on schedule, and thereby insure a savings estimated at $1,950,000. Maintenance of scheduled construction also will insure against loss of revenue, estimated at $11,000,000 or more.

ICE HARBOR LOCK AND DAM, WASHINGTON

General CHORPENING. The next item is on page 52 of the request for restoration and is Ice Harbor lock and dam, for which no construction funds have been appropriated. The approved budget estimate was $5 million. None was allowed by the House.

Chairman MCKELLAR. What was allowed last year?

General CHORPENING. None was allowed last year, sir, for construction. This is a new start.

Chairman McKellar. All right, sir, go ahead.

General Chorpening. I am going to ask Colonel Paules to talk on this item.

Colonel Paules. The Ice Harbor project was authorized in 1945 for the development of the Snake River for navigation and hydroelectric power, and it is also a key structure in the comprehensive plan for the entire Columbia River Basin.

POWER CAPACITY

Chairman McKellar. How much hydroelectric power will it produce?

Colonel Paules. It will have an initial installation of three units totaling 195,000 kilowatts and a later addition of one or possibly two more units of 65,000 kilowatts each.

Chairman McKellar. And the power will be produced at about the same cost as you mentioned before?

Colonel Paules. It will produce power at about the same cost as power produced at McNary and at The Dalles.

Chairman McKellar. All right.

ESTIMATED COST

Colonel Paules. The total estimated cost of the project at the present time is $102,132,000. There is an acute need for additional power supply in the Northwest.

Chairman McKellar. What part of the Northwest is that?

Colonel Paules. This is located on the Lower Snake River, approximately 12 miles east of Pasco, Wash. It is the next dam upstream from McNary and near the Hanford Works, the AEC installation in the Northwest.

Chairman McKellar. It was part of the Hanford proposal originally; was it not?

Colonel Paules. That is one of the principal justifications given.

Chairman McKellar. As I recall the testimony, that is true.

General Chorpening. That is correct, sir. This is the closest one to the Hanford Works of the Atomic Energy Commission.

Chairman McKellar. How far is it from them?

General Chorpening. About 50 miles, I believe, sir. It is very close. On the other hand, now the power for that installation comes from some distance, 150 to 200 miles away. This would provide a closer source of power and could be pretty well developed to what the needs are for that particular facility.

COMPLETION DATE

Senator Young. How long would it take to complete this project?

General Chorpening. Our plan is to get the first power on the line in December of 1956. In other words, that is a little less than 4½ years.

Chairman McKellar. All right, sir, go ahead.

Colonel Paules. This project, because of its proximity to the Hanford Works, can act independently during emergencies. The continuity of the operation at Hanford demands that every reasonable step be taken to insure that they have a high standard of electric service.

NAVIGATION BENEFITS

Now, in addition to the power benefits, there are navigation benefits. It will produce substantial navigation benefits on the Columbia and Snake Rivers. While the full navigation benefits will not be achieved until the completion of three additional dams upstream from Ice Harbor, approximately a quarter of the navigation benefits for Ice Harbor will be achieved through the completion of Ice Harbor itself.

Chairman McKellar. Well, now, where will those benefits accrue, to what cities and towns?

Colonel Paules. The pool of the Ice Harbor project, which will extend about 35 miles upstream from the dam, will meet the main highway between Spokane and Walla-Walla.

Chairman McKellar. How far distant is Spokane?

Colonel Paules. Spokane is off the river and approximately 85 miles north of the river.

There is a main highway connecting with Spokane and coming down and crossing the Snake River near the head of the Ice Harbor pool. It is expected that commerce in the Ice Harbor pool will be mainly oil upstream and wheat from that area downstream.

Chairman McKellar. Was there testimony before the House on this?

Colonel Paules. Yes, sir; there was testimony as to the general navigation benefits.

Chairman McKellar. I mean as to this particular project? Was this testimony given in the House?

General Chorpening. Yes, sir.

HOUSE ACTION

Chairman McKellar. And the House did not approve anything; is that right?

General Chorpening. There was very complete testimony given before the House on this, and many pages of questions and answers.

I might mention that the House did remark on this project specifically in their report and said that they were denying funds for three reasons. One, they would not allow funds unless it could be shown that the project will not have an irreparable effect on the fish runs.

Well, now, we have had fish ladders in Bonneville for 14 years, and they have operated very successfully. Working with the Fish and Wildlife Service of the Department of the Interior, we have perfected means of handling the fish runs since that time. We are building fish ladders into McNary Dam, which is approximately the same height as this dam will be. We know that they are going to work. We feel that we have adequately proved our case that we can get fish up over a dam of this height.

Furthermore, there will be nowhere near the number of fish going over this dam that there are over Bonneville or the number of fish that will have to go over McNary.

There is no doubt in my mind and in the minds of the Corps of Engineers that we can adequately handle the fish going over this project.

Now, the second point made by the House committee was that navigation benefits without the construction of other projects are insignif-

icant. It is true that the over-all plan on the Snake River contemplates the construction of three—or possibly only two more dams beyond this one. This particular dam, being the one farthest down stream, will provide a pool over the most treacherous part of the stream where there are rapids, and it will provide the facilities for considerable navigation. It will not develop the full benefits—we know that—until they are all there.

Chairman McKellar. Before you leave that, how far is this from the mouth of the Snake River?

General Chorpening. It is about 9 miles, above the mouth of the river where it enters the Columbia.

The third point made by the House committee is that power needs can be supplied from other sources. Again I go back to the statement made earlier with reference to the Hanford Works of the Atomic Energy Commission.

Now, we all know how vital these atomic energy installations are to the defense of the country. That is the reason this power is being asked for at this time particularly.

Chairman McKellar. Are there any further questions?

Senator Young. No questions at this point.

(The following information was supplied:)

Ice Harbor Lock and Dam

EFFECT OF REDUCTION

If funds are not restored, construction of the project will be retarded by 1 year. The full $5,000,000 is required for fiscal year 1953, if construction is to be initiated. Any reduction is that amount would seriously endanger the meeting of present construction schedules, which would place the first power on the line in December 1956.

JUSTIFICATION FOR RESTORATION

Power is in short supply in the Pacific Northwest at the present time and will continue to be short for the next 5 years or more. It is estimated that by 1956–57, when the first Ice Harbor power would be generated under present schedules, the region will be faced, without Ice Harbor, with a deficiency of over 200,000 average kilowatts under critical water conditions. This power shortage takes into account the new Federal and non-Federal plants presently scheduled to be in operation at that time. Ice Harbor, with an initial installation of 195,000 kilowatts and output of 135,000 kilowatts of average continuous power, is needed to alleviate this situation insofar as possible. Because of engineering and design work already accomplished, this project can be completed earlier than any other comparable Federal development.

Ice Harbor is ideally located to supply power to the nearby Pasco-Kennewick-Richland defense area, which is now a power-deficient area, and to the Hanford Works of the Atomic Energy Commission. Power demands in the vicinity of these areas, all in the immediate neighborhood of Ice Harbor, have increased by over 700 percent since 1940 and are expected to increase an additional 40 to 50 percent by 1954. Ice Harbor is particularly significant to the Hanford Atomic Works because of its strategic location for providing an adequate and independent source of power. This aspect of Ice Harbor power has been repeatedly emphasized by both the Bonneville Power Administration and the Atomic Energy Commission. With a bare minimum of additional transmission expense, Ice Harbor could serve as a highly reliable source of power to the atomic processing load.

Ultimate full development of the navigation potential of Ice Harbor Dam and pool depends on the opening up to water transportation of the extensive natural resources of northern Idaho and eastern Washington and the markets of this area. During the interim period, until this full program is realized, construction of the McNary and The Dalles Dams will improve extensively the navigation of the lower 330 miles of the Columbia River. Construction of Ice Harbor Dam

will extend this navigable channel through the lower 45 miles of the Snake River for year around use and, by drowning out some of the most treacherous rapids, will make possible limited navigation of the remainder of the river up to Lewiston during 4 to 5 months of higher stream flow. Upon completion of Ice Harbor Dam, navigation benefits of approximately $300,000 annually will be obtained without completion of additional improvements on the Columbia and Snake Rivers. With the present construction of the Columbia River reclamation project by the Bureau of Reclamation additional markets and agricultural products will be developed tributary to the lower Snake River. Current inquiries are being made by organizations from that region and the large wheat producing areas both north and south of the river for frontage on Ice Harbor pool for commercial development. In addition, Walla Walla County is currently planning a port commission with expressed interest for early development of water frontage on this pool.

Chairman McKellar. All right, sir, go ahead. What is the next one?

Fish and Wildlife Construction, Transfer to the Fish and Wildlife Service, Department of the Interior

General Chorpening. The next item is on page 55 of the request for restoration, "Fish and Wildlife construction," actually funds for transfer to the Fish and Wildlife Service of the Interior Department.

Now, this is a proposition of long standing where we have been working with the Fish and Wildlife Service. We ask for funds which are turned over to that Service for construction because our projects impinge on the fish problem in that vicinity. That Service employs the experts in building fish hatcheries, and so on. That is the reason behind this.

Now, of the total amount requested, which is $4,256,865, the House allowed only $2 million. Full restoration is not being requested. We are asking only for a total of $3,870,000, because since the budget was prepared about 9 or 10 months ago we have found, in collaboration with the Fish and Wildlife Service, that not all of the facilities are required.

These facilities are carefully planned, discussed, and coordinated between the Fish and Wildlife Service, the States involved, and the Corps of Engineers. It is essential that this program go along concurrently with the construction of our dams.

Senator Young. In connection with the building of the Garrison Dam and Reservoir, there will be inundated, I believe, something around 80,000 acres of trees and shrubs which provided a perfect habitat for wildlife. Do you have plans for replanting trees along the reservoir? What program do you have for replacing this tremendous loss to the wildlife?

General Chorpening. There have been plans tentatively prepared on that. At this time we are not contemplating going ahead at too great a pace with it because, as with most of the funds now considered to be required eventually for the development of fish and wildlife or recreacional development, that can be deferred to some future time.

The proposed work at the present time, as we have set it up under Garrison, is $282,000 for that purpose. We are, however, asking for none of those funds in this fiscal year, again going back to the general policies under which we are operating.

Senator Young. I have received several urgent letters from the fish and wildlife interests up there urging that trees be planted at the earliest possible date in the area surrounding the dam.

General CHORPENING. In our discussions with the Bureau of the Budget this year, Senator, we were only allowed to put in for the most urgent items where health was involved or something like that in that portion of our program on the basis that at this moment those could be deferred until some later time. So as I point out, although we do have that amount set up in the over-all estimate, we did not under those instructions include any at this time.

Senator YOUNG. Under present circumstances it would be very good to appropriate for such a purpose as this as it is very important that if any trees are going to be planted they be planted at the earliest possible time to furnish some habitat for the wildlife in that area, which in the future will otherwise have practically no home at all.

General CHORPENING. As I say, we do have that amount set up and we will eventually go ahead with it. But under the rules as they are now set up, we could not possibly defend that item this year, sir.

Chairman MCKELLAR. Why could not the Fish and Wildlife Service do this work?

General CHORPENING. This work on the Columbia River which I just have been discussing, sir, is done by the Fish and Wildlife Service.

Chairman MCKELLAR. The money is appropriated to you. Why should the Congress not appropriate such funds to Fish and Wildlife Service and hold them responsible for it?

General CHORPENING. Actually, the item has been placed in our budget for the reason that these hatcheries are necessary partly because of the projects that we are building. The decision was reached by the Bureau of the Budget that it was more proper that it be placed in our budget than to be separately asked for by them.

Chairman MCKELLAR. It is a common practice that we appropriate to you or to the Department, say $3 million or any amount, and you turn it over to another department and that other department does not feel obligated to the Government or to you. Is not that poor legislating? I am wondering about that.

General CHORPENING. I do not believe that necessarily applies, sir. This has been in effect for quite some years.

Chairman MCKELLAR. I know it has, and I think we may possibly have made a mistake. I find many cases where we appropriate for one department and then that department turns the funds over to another department.

General CHORPENING. I think it has been generally considered, sir, that the reason the funds are included in our budget is that it gives your committee and the Congress a full picture of what is the over-all cost of our projects in the Columbia River Basin. This work would not be necessary at this time unless we were building these large projects in that territory. I believe that is the basic thing, sir, behind placing the item here.

(The following information was supplied:)

FISH AND WILDLIFE CONSTRUCTION (TRANSFER TO INTERIOR, FISH AND WILDLIFE SERVICE)

LOWER COLUMBIA RIVER FISHERIES DEVELOPMENT PROGRAM

Program justification

This program was evolved in cooperation with the States of Oregon, Washington, and Idaho for the purpose of enlargement of salmon populations in the lower Columbia River area to mitigate the losses of salmon runs resulting from

the construction of dams and other obstructions to the passage of fish, unscreened water diversions from the rivers, and pollution of waters throughout the Columbia River system, by Federal, State, and private agencies.

The facilities for which funds were requested in the approved budget estimate for 1953 would have permitted the agencies to more nearly achieve the program objective—the development of the salmon populations in the lower Columbia River.

The cooperating agencies have agreed that the development of the lower Columbia River for fisheries production should proceed rapidly and without interruption in order that the necessary facilities be completed at the earliest possible date.

The approved budget estimate for 1953 includes sufficient funds to more nearly place this fisheries program on schedule to meet the program objective. The reduction in funds for the construction phases of the program as passed by the House would have the effect of placing the fisheries program behind schedule.

Restoration requested

The total reduction below budget estimates by the House was $2,256,865. This sum represents construction items which, if deleted, will not permit the fisheries program to proceed as rapidly as it is desirable to develop salmon runs in the lower Columbia River as far ahead as possible of the contruction of dams.

Since the presentation of the budget for 1953, the Federal Power Commission has issued licenses for the construction of dams on the Cowlitz and Deschutes Rivers, tributaries to the lower Columbia River. These are streams upon which a great dependence was placed for the development of salmon populations. Contained in the lower Columbia River fisheries program estimates as shown in the budget were items of construction for hatcheries, fishways, and stream clearance on these rivers where it is expected that dams will be constructed. In view of this possible construction, restoration is not requested for projects located upstream from the sites of these dams. However, it is possible that these items may be returned to the budget in future years if pending legal action is favorable to the fisheries program; otherwise, alternate hatchery sites may be selected.

Restoration is not asked for the reduction of funds for some stream-improvement projects. For example, at the Klickitat River Falls, the application of new techniques of construction has resulted in a saving which permits the deletion of some items from the 1953 budget.

The total reduction by the House of the construction funds was $2,256,865. For the reasons outlined above, request is made for restoration of only $1,870,000 for the construction of the projects summarized hereafter, which projects will permit the fisheries program to more nearly attain its original schedule.

	Budget items affected	Reduction	Restoration request
Fish and Wildlife Service: Construct Husum Springs hatchery	$71,000	$71,000	$71,000
Oregon:			
Enlarge Bonneville hatchery	292,000	292,000	292,000
Complete Metolius hatchery	19,800	19,800	
Fishways:			
Willamette River Falls, west	257,100	257,100	257,100
Youngs River Falls	94,000	94,000	94,000
Minor falls (2)	41,000	41,000	41,000
Stream clearance	23,034	23,034	23,034
Screening of diversions	310,000	210,000	210,000
Washington:			
Complete Cowlitz hatchery	175,000	175,000	
Construct Abernethy hatchery	315,000	315,000	315,000
Construct Washougal hatchery	45,185	45,185	45,185
Fishways:			
Klichitat River Falls	182,750	182,750	100,000
Wind River Falls	400,000	215,996	215,996
Minor falls (6)	357,500	315,000	205,685
Total	2,583,369	2,256,865	1,870,000

96227—52——16

Chairman McKellar. All right, sir; go ahead.

REDUCTION IN SALARIES AND EXPENSES

General Chorpening. Turning to page 58 of the justifications for restorations, I would like to speak briefly of the action taken by the House to make a blanket reduction under "Rivers and harbors" of $2,110,000 in personnel and to make a reduction under "Flood control" of $2,402,000 in personnel.

I do not know how those particular amounts were arrived at as a blanket reduction in addition to the other reductions, but we feel that such a slash is hardly warranted because we in the Corps of Engineers are continually looking for places where we may be able to better manage our program and reduce our personnel. This is shown by the fact that over the past several years we have reduced our personnel by 5,000 people.

In this present fiscal year our budget provides for a further decrease of more than 1,000 people from what we figured on last year.

Chairman McKellar. How many have you now, and how many will you have under this bill?

General Chorpening. At the present time based on March employment, we have about 27,000 in total charged to civil works. If these cuts of about $4,500,000 were applied, I would estimate that there would be a further reduction of around 1,000.

Chairman McKellar. In other words, your employment figure then would be about 26,000?

General Chorpening. That is right, sir, for this season of the year. But we have already, in figuring our budget for this year, taken into account a reduction of 1,000, so this would result in an additional reduction of another thousand. This must come from construction items. It must come entirely from construction items. The effect would be, getting down to a little more detail, to seriously hamper the planning and the supervisory functions in the field, responsible for the construction of these projects. Our planning and design and supervision just would not be adequate. It could well result in incompleted designs and plans during construction and insufficient general supervision of activities.

I might mention that there is no more precise job in engineering construction than in building dams. We have to be right. We cannot afford to fail. One failure and we are done. We have to get the best possible engineering and supervision on them, because there is too much at stake if we have a failure.

This could invite a tendency, as we see it, toward laxness on the part of contractors in fulfilling their obligations to the Government, due to inadequate inspection and supervision. It would, as we see it, result in an unsatisfactory job and eventually increase costs to the Government.

Now, we are constantly alert in the Corps of Engineers to reducing our overhead. We have done a lot in that direction. We can do more, I am sure; but I feel, as I have pointed out here, that what we have done and what we are proposing to do this year in reducing our personnel by another thousand is satisfactory evidence that we are doing that. To place another cut of 1,000 on us will mean that we

cannot adequately do the job that the Congress and the people have every right to expect of us.

I have no inkling as to how these figures were arrived at and just what was in the minds of the House in making this reduction.

Chairman McKellar. All right, sir; go ahead.

General Chorpening. I believe that is all I have on that, sir.

OPERATION AND MAINTENANCE, RIVERS AND HARBORS

Now, the next item is on page 59 of the request for restoration, "Operations and maintenance." This is the fund from which we maintain all of the completed work under "Rivers and harbors," do all of the dredging, operate all of our locks and dams, and accomplish our regulatory functions. The total approved budget estimate was $70,468,135. The appropriation made by the House was $67,105,000. We are asking for an increase of $3,343,100 on that, or a total appropriation of $70,448,100.

Chairman McKellar. What did you receive this year?

General Chorpening. $64,165,000.

I might mention, as I said yesterday, that the use of our ports and waterways is constantly increasing, and the demands and proper demands on us for the maintenance to project depths of our harbors and our channels are becoming greater and greater.

I feel most sincerely and deeply that any cut here would not be in the interest of economy, because if we don't keep these projects in shape it is going to cost us more eventually.

Chairman McKellar. Is any of this money to be spent abroad?

General Chorpening. No, sir. Of course, we do some maintenance work in Hawaii and in Puerto Rico, with a little bit being done in Alaska, but that is our own territory. None of this money goes to any foreign country. I believe that is what the chairman had in mind.

I am going to ask Colonel Milne, who is my deputy on rivers and harbors, whether he wants to add anything to the general statement I have made.

Chairman McKellar. All right, Colonel.

Colonel Milne. I think the general has covered that very thoroughly. However, I would like to just point out again that we are constantly faced with the necessity of turning down legitimate requests to do maintenance work on projects that the Congress has previously authorized. That is, the Congress has authorized the project itself and then has authorized the expenditure of Government funds to construct that project. When at a later date we cannot maintain that project, we are not realizing a return on the Government's investment.

The money that we have in the budget and which we have asked for is not enough to maintain all of our completed projects. That amount will maintain only those most essential to the defense effort. We recognize that.

However, we are accumulating an increasing backlog of maintenance projects, and the restoration of this $3 million, approximately, that was mentioned before is necessary to just literally keep our heads above water. We are getting into a serious situation on maintenance. We have turned down any number of requests to do maintenance work this year because we just do not have the money to do the work.

It is a fact—there is no question about it—that this inability on the part of the Corps of Engineers to maintain some of the smaller harbors has had a very serious effect on the economy of some of the smaller communities who depend for their very existence on the fish catch and processing plants or on the ability to bring in small amounts of commerce. The economy of the community is built around these projects, and we cannot keep them open.

Senator YOUNG. Do the cities provide any matching funds for the maintenance of these projects?

Solonel MILNE. It all depends on the way the project was authorized by the Congress. Generally, the authorizations require initially that the local communities participate by furnishing rights-of-way and holding the Government free from damages and sometimes by requiring participation in the cost. But generally the maintenance of the project thereafter is a Federal responsibility, with very few exceptions.

Senator YOUNG. Roughly what percentage of this appropriation is used for the maintenance of harbors?

Colonel MILNE. For the maintenance of harbors and rivers, or just harbors alone?

Senator YOUNG. Harbors.

Colonel MILNE. We will have to furnish that for the record.

Mr. SMET. The approved budget estimate was $43,488,000 for the maintenance of channels and harbors.

Colonel MILNE. That would be rivers and harbors, not just harbors alone. We can furnish that for the record.

Chairman MCKELLAR. I wish you would.

(The information referred to follows:)

Of the amount of $43,488,100 in the approved budget for "Maintenance of channels and harbors," approximately $14,000,000 or 32 percent will be used for the maintenance of harbors.

General CHORPENING. The House report mentioned that it was felt that we should adhere more closely to the expenditure of amounts for the maintenance of river and harbor projects that we have estimated and are in the House record as our estimate of what would be required. But, gentlemen, we make that estimate nearly 2 years ahead of the time that all of those funds are expended; and for us to guess where there are going to be extremely high tides, where there are going to be hurricanes, where there are going to be floods which are going to require greater or less maintenance, is just impossible.

Through the years we have had flexibility given to us by the Congress in the expenditure of these funds where the need exists, and I do not see how we can do a job in any other fashion than to have that flexibility.

We will do our best, as we have done, to estimate where we think it will probably be expended; but our guess may be wrong by a considerable percentage because of the action of the elements over which the Corps of Engineers has no control.

(The following information was supplied:)

RIVERS AND HARBORS

OPERATION AND MAINTENANCE

EFFECT OF REDUCTION

The Corps of Engineers feels that training of engineer officers in civil schools is desirable and necessary. As additional officers become available for such training, it is hoped that a minimum of 75 per year may receive this training.

(2) This amendment would restore $2,432,100 of the amount deleted from the estimate by the House and would be applied by activity as follows:

Project	Amount in act	Proposed amendment	Total request
1. Channels and harbors (including dredging, jetties, and breakwaters)	$42,107,900	$1,380,100	$43,488,000
2. Operation and care of locks, dams, and canals	19,618,000	500,000	20,118,000
3. Operation and care of multiple-purpose projects	3,100,000	0	3,100,000
4. Operation and care of fish facilities	649,100	0	649,100
5. Removing sunken vessels and other obstructions to navigation	750,000	0	750,000
6. Protecting, clearing, straightening channels of navigable waters not specifically authorized by Congress (work under sec. 3, River and Harbor Act, Mar. 2, 1945)	150,000	150,000	300,000
7. Survey of northern and northwestern lakes	300,000	0	300,000
8. Regulation of hydraulic mining on Sacramento and San Joaquin Rivers (California Debris Commission)	0	[1] 8,000	8,000
9. Prevention of illegal deposits in New York Harbor	430,000	0	430,000
10. Miscellaneous inspections, investigations, issuance of permits, harbor lines, commercial statistics, etc. (contingencies)	0	[2] 1,305,000	1,305,000
Total direct obligations	67,105,000	3,343,100	70,448,100

[1] This amount was allowed by the House committee under the appropriation "Administration."
[2] Of this amount $903,000 was allowed by the House committee under the appropriation "Administration."

(3) The civil functions appropriation bill, as passed by the House, does not provide that the appropriations for river and harbor operation and maintenance, flood control, general operation and maintenance, and Sacramento River, Calif., shall remain available until expended. The omission of this provision would prohibit the carry-over of funds from the fiscal year 1953 to subsequent years, and is contrary to the long-established policy of Congress. That policy has proven sound for the efficient and orderly prosecution of the civil-works program, including both maintenance and construction. It is recommended that there be inserted in the bill for each of these appropriations the provision "to remain available until expended" for the following reasons:

1. Funds provided for in the budget estimates and in the subsequent appropriations are programed to be obligated in that fiscal year. Over much of the country the heavy working season for the repair and reconstruction of project structures and dredging extends from spring into the fall, and therefore continues well into a second fiscal year. Therefore, some programed work of necessity is completed in the next fiscal year and a carry-over of funds to defray the cost of such delay work is essential.

2. Due to conditions beyond control of the Chief of Engineers, such as shortage of materials, high water, changing requirements, and various other circumstances, an appreciable amount of noncontract maintenance work programed under any given year's appropriation cannot be fully completed until early in the succeeding fiscal year. The amount of such uncompleted work will not be known sufficiently in advance to permit its inclusion in the succeeding year's budget. Therefore, under the proposed annual limitation the work would need to be halted pending appropriation of additional funds, with consequent damage to or deterioration of the unfinished portion.

3. Without a provision permitting the appropriations to be available until expended, maintenance work which had been unavoidably delayed could not be started in the latter part of the fiscal year if the nature of the work were such that it would be of little value if prosecution of the work to full completion were not assured. Unless the carry-over of maintenance funds is permitted contract work, for example, could not be advertised near the end of the fiscal year

and a delay of as much as 2 months in the initiation of such work would occur in the middle of the working season to the detriment of the projects.

4. A further result of the proposed limitation is that the abrupt termination of hired-labor work underway or programed but deferred near the end of the fiscal year, as discussed above, would force the lay-off of personnel paid from such funds. In addition to the resulting personal hardship due to sudden loss of employment, many of those laid off would secure employment elsewhere, with consequent difficulty in restaffing hired-labor forces when work was resumed.

5. The acquisition, maintenance, and operation of working plant and equipment, for both construction and maintenace, is financed through a revolving fund known as the plant account. The major purpose of this account is to own and operate long-term investment items provided for the benefit of many projects and to effect distribution of the costs thereof over a reasonable period of time. Such a purpose could not be realized under a fund established on an annual basis. It is essential to manitain a revolving account which will accomplish this purpose.

6. The operation of locks, dams, canals, and bridges provided for under these appropriations are of a continuing nature and cannot be terminated or halted even for a day at the close of a fiscal year, pending appropriation of additional funds, without serious detriment to water-borne commerce and the control of floodwaters. Although the great bulk of operating funds programed for any given year are expended in that year, it is unavoidable that a small portion be carried over at the end of the year. Such carry-over will in no way increase the funds required to be appropriated for the subsequent fiscal year, but to the contrary any prohibition on carry-over could result in larger appropriation due to disruption of programed work and less efficiency in civil-works operations generally.

JUSTIFICATION FOR RESTORATION

1. Maintenance of channels and harbors

The appropriation for "Operation and maintenance," as passed by the House will necessitate a reduction of $1,380,100 below the budget estimate of $43,488,000 for the maintenance of channels and harbors. The approved budget estimate of $43,488,000 for maintenance of channel and harbor projects, as submitted by the President to Congress, was initially subjected to close scrutiny by this office and by the Bureau of the Budget and will provide for only essential maintenance to meet the needs of commerce at deep-draft harbors and major inland waterways. The funds requested are considered to be absolute minimum required to maintain only the most important ports and navigable waterways serving defense needs and essential domestic commerce to authorized project depths and widths necessary for vessels which are now using and will use the facilities in fiscal year 1953. Maintenance of many projects, important to local needs, will be deferred and for many of the major projects and waterways, required maintenance will be minimized by placing reliance on the range of tide to permit cargoes to be delivered, although this may result in costly delays to some shipments. No provision has been made for maintenance of the shallow-draft harbors and waterways used for commercial navigation which are vitally important to local economies, nor for waterways used primarily by pleasure craft.

Even if the full amount of the budget estimate is provided, a substantial increase in the backlog of maintenance work, which has already developed from past insufficient appropriations for this purpose, will result. Failure to accomplish maintenance when needed can only result in the continued deterioration of some channels, breakwaters, jetties, and other harbor works which will add to the difficulty already being experienced by commercial navigation interests, and will substantially increase the amount of funds required in the future. For example, in view of the currently high lake levels in the Great Lakes, deterioration of breakwaters and jetties has been unusually heavy by reason of overtopping waves. Unusual severe storms in the Pacific Ocean area during the past year have caused severe damage to breakwaters at numerous harbors.

Maintenance of harbors and channels has already been reduced to the point where many local communities are suffering severe economic dislocations and these effects are now spreading to the point where the national economy and the defense effort will be affected A reduction below this minimum level as proposed by the House, will hasten this effect on the national economy. Accordingly, restoration of the $1,380,100 reduction effected by the House is requested.

2. Operation and care of locks, dams, and canals

The appropriation for "Operation and maintenance," as passed by the House, will necessitate a reduction of $500,000 below the budget estimate of $20,118,000

for operation and care of locks, dams, and canals. The budget estimate provides for the operation of only those locks now being used by commercial traffic. It does not include funds for the operation and care of the group of locks and dams on five waterways scheduled to be discontinued unless commercial traffic developed. This is the group of locks and dams which the Senate Committee on Appropriations recommended be continued in operation in the fiscal year 1952 to give the shippers an opportunity to develop commerce on the waterways. It has recently been determined that the prospective traffic is sufficient to warrant operation of some or all of the locks on three of the five waterways in fiscal year 1953. Therefore, it will be necessary to take into account the additional requirement of $300,000 for continuing operation of the locks and dams on those three waterways as well as the reduction of $500,000 below the budget estimate, or a total amount of $800,000.

The budget estimate of $20,118,000 is the minimum required to operate and maintain the actively used locks and dams on the extensive inland-waterway systems within the standards necessary to provide adequately for the increasing commercial traffic occasioned by defense mobilization. In this connection, it is pertinent to point out that the waterway traffic of the United States (excluding Great Lakes and ocean traffic) has increased 23 percent in the calendar year 1950 to an all-time record total of 51 billion ton-miles. Traffic on the canalized Ohio River, which serves a highly industrialized region, has increased nearly 30 percent. A continuing increase in use of the inland waterways is indicated in compiling the national total traffic for the calendar year 1951.

As indicated above, the budget estimate provides only for essential lock operations and repair and maintenance work on canalized waterways. The Corps of Engineers continuously reviews fund requirements for each individual project in order to insure that the work programed is absolutely necessary to meet the current needs of commercial navigation. As a result, those waterways which now handle little or no commercial traffic have been subject to curtailed lock operation and even complete cessation. By such action there has been achieved material economies, estimated at $1,000,000 in the fiscal year 1951, and $1,200,000 in the fiscal year 1952.

Any further curtailment of lock operations and deferment of necessary repairs to navigation structures as would be required by the reduction below the budget estimate will adversely affect the canalized waterways of importance to the civilian economy and defense mobilization. In addition, such reduction will definitely result in a greater lacklog of repair work and increased maintenance expenditures in the future.

3. Operation and care of multiple-purpose projects

In the application of the House reduction for "Operation and maintenance," no change has been made in the amount allocated to operation and care of multiple-purpose projects. This group of projects comprises the Bonneville Dam, lock, and powerhouse, the Fort Peck Dam and powerhouse, and the St. Mary's River locks and powerhouse. These projects are of the utmost importance in that they are producing power needed to supply defense needs. The St. Mary's River locks also are indispensable for the movement of iron ore from the mines to the steel mills. In view of the importance of this group of projects and the necessity of maintaining the structures and machinery in good operating condition, the amount of $3,100,000 provided for this activity in the budget estimate cannot be reduced without incurring indefensible risks in the operation and maintenance of those projects.

4. Operation and maintenance of fish facilities (transfer to Interior, Fish and Wildlife Service)

The amount allocated to this activity under the House allowance was $649,100, a cut of $20,035 in the President's budget. The Fish and Wildlife Service advises that restoration of this reduction is not requested.

5. Removing sunken vessels and other obstructions to navigation

In the application of the House reduction, no change is proposed in the amount of $750,000 submitted in the President's budget for "removing sunken vessels and other obstructions to navigation." The Government is legally responsible for the removal of those wrecks abandoned by the owners in navigable waters which are obstructions to navigation. In fiscal year 1952, the amount of $500,000 was budgeted for this purpose. Over $850,000 has been obligated for wreck removal during the first 9 months of fiscal year 1952.

Actual expenditures for the past 5 years have averaged in excess of $700,000. Deficiencies have been met from funds made available for the maintenance of

channels and harbors. These latter funds have already been reduced to a point where essential maintenance must be deferred. In view of the critical and emergency nature of the work of removing sunken vessels and other obstructions to navigation, it is considered vital that the full amount of $750,000 proposed under this activity be provided.

6. Work under section 3 of River and Harbor Act approved March 2, 1945

Authority for the expenditure of funds not to exceed $300,000 per annum for emergency channel-clearing projects in the interest of navigation was authorized in the River and Harbor Act approved March 2, 1945.

This authorization was intended to provide for emergency clearing in those channels for which no navigation improvement authorization already existed. The proposed appropriation of $300,000 has been reduced $150,000 in the application of the House reduction as being of less urgency than the maintenance of those major channels for which authorized projects already exist. This deletion has been made mainly because the maintenance of the major harbors and channels is essential to the maintenance of commerce important to the national defense, and funds proposed for these latter purposes are insufficient to meet the current requirements.

It is considered to be important that the full amount of the budget estimate be made available in order to permit the emergency clearing of those channels for which obstructions to essential commercial traffic develop unexpectedly and for which the normal procedures for the authorization of a project would be too slow to meet the essential requirements of commercial traffic. Restoration of the House reduction of $150,000 is requested.

7. Surveys of northern and northwestern lakes

In the application of the House reduction, no change was made in the amount of $300,000 requested in the budget estimate for "Surveys of northern and northwestern lakes." The budget estimate for this activity is the bare minimum required to carry on these surveys which are essential for shipping of vital importance to the national defense and civilian economy. The work of the lake survey is generally similar to the Coast and Geodetic Survey in coastal waters. The lake survey conducts the necessary hydrographic and topographic surveys and compiles, reproduces, and publishes 143 charts which are essential to navigation on the Great Lakes system. The importance of these charts is illustrated by the fact that the Great Lakes ore carriers, other commercial vessels carrying defense material, and Coast Guard and other governmental craft cannot safely operate without up-to-date navigation charts. The Great Lakes Pilot, a book of more than 500 pages, is published annually to supply navigation information which cannot be shown on the charts. The Pilot book is essential for safe navigation of vessels engaged in transporting iron ore and other defense materials. Water-level records are obtained for all of the Great Lakes and connecting waters. Each inch of draft is important to the ore carriers in hauling the vital material to the lower Lakes. Pertinent water-level values are furnished the Lake Carriers Association twice monthly to enable them to adjust load limits. Any reduction in operations of the United States Lake Survey could be disastrous since the shipment over the Great Lakes of iron ore, oil, coal, grain and other commodities essential to national defense and to the civilian economy would become hazardous and impractical.

8. Regulation of hydraulic mining on the Sacramento and San Joaquin Rivers (California Debris Commission)

In the application of the House reduction for the "Administration" appropriation no change has been made in the $8,000 for "Regulation of hydraulic mining on the Sacramento and San Joaquin Rivers (California Debris Commission)." These funds are utilized by the California Debris Commission for the purpose of investigating and issuing permits to parties proposing to engage in hydraulic mining where the residual flow returns to the Sacramento and San Joaquin Rivers. The performance of this service is essential to administer the laws which were enacted for the purpose of materially reducing the deposition of sediment from this type of mining. The funds required are repaid many times in the reduction in the amount of dredging required to maintain the navigable depths in the Sacramento-San Joaquin Rivers.

9. Prevention of illegal deposits in the New York Harbor

In the application of the House reduction, no change was proposed in the $430,000 contained in the President's budget for this activity.

The laws enacted for the preservation of the tidal waters of New York Harbor, its adjacent or tributary waters, and the waters of Long Island Sound are ad-

ministered by the supervisor of New York Harbor, a line officer of the Navy under the direction of the Secretary of the Army. The supervisor is charged under the laws with the duties of preventing any obstructive or injurious deposits in the channels of the harbor. Supervision is exercised by means of inspectors and patrols. Salaries, wages, and maintenance and operation of the patrol vessels account for the cost of the work, estimated for fiscal year 1953 at $430,000. No reduction can be made in this amount without laying up one or more patrol vessels, resulting in a curtailment of this service critical to shipping in New York Harbor. In view of the defense importance of the port of New York, such curtailment is considered to be entirely unwarranted.

10. Miscellaneous inspections, investigations, issuance of permits, harbor lines, commercial statistics, etc. (contingencies)

In apportioning the House reduction under the appropriation for "Administration," all of the cut was accounted for under this activity, since the amounts included for the expenses of the California Debris Commission, the Beach Erosion Board, and the Board of Engineers and Rivers and Harbors were already at or below known minimum requirements and could not be considered for absorbing any part of the reduction.

The functions covered under this activity pertain principally to the essential administration of the laws for the protection and preservation of the navigable waters of the United States together with necessary investigations and regulations as authorized by law in the interests of commerce and navigation. Many of the duties performed under this activity category are of a nature that are beyond the control of the Corps of Engineers as to the volume of work to be performed in any one year and also are interrelated with the work of other Government agencies. The obligations for this activity in recent years has exceeded $1,800,000 annually. Accordingly, it is considered to be imperative that the full amount of the President's budget estimate, $1,305,000, be appropriated for this activity by restoration of the House cut of $402,000.

General CHORPENING. Unless there are further questions, I believe that will complete all that we wanted to say in connection with the river and harbor part of the program, and we will go ahead then with flood control.

FLOOD-CONTROL PROGRAM

EXAMINATION, SURVEY, PLANNING, AND OTHER STUDY PROGRAMS

(The following schedules were submitted:)

CLASSIFICATION SCHEDULES

Amounts available for obligation

	1951 actual	1952 estimate	1953 estimate
Appropriation or estimate	$358,960,250	$316,544,100	$300,795,000
Transferred to—			
"Flood control, general, emergencies," pursuant to Public Law 843	−1,000,000		
"Niagara redevelopment remedial works investigation, Corps of Engineers," pursuant to Public Law 15	−450,000		
Adjusted appropriation or estimate	357,510,250	316,544,100	300,795,000
Proposed supplemental due to pay increases		480,000	
Prior-year balance available	40,155,973	41,488,891	
Reimbursements from non-Federal sources	498,532	1,885,000	1,900,000
Reimbursements from other accounts	3,301,860	5,435,000	5,500,000
Total available for obligation	401,466,615	365,832,991	308,195,000
Balance available in subsequent year	−41,488,891		
Obligations incurred	359,977,724	365,832,991	308,195,000
Comparative transfer from—			
"Flood control, Trinity River, Texas"	89,537	7,874	
"Flood control, Sutton Reservoir, West Virginia"	133,302		
Comparative transfer to "Flood control, general, emergencies"	−124,391	−96,255	
Total obligations	360,076,172	365,744,610	308,195,000

NOTE.—Reimbursements from non-Federal sources are received from private individuals, commercial concerns, nonappropriated funds, and States and municipalities (33 U. S. C. 558, 559, 571, 701, and 701k).

Obligations by activities

Description	1951 actual	1952 estimate	1953 estimate
Direct Obligations			
MAJOR CAPITAL OUTLAY			
1. Construction:			
(a) Local protection:			
(1) Red River Levees and Bank Stabilization, Arkansas, Texas, and Louisiana	$444,155	$74,305	$634,000
(2) Los Angeles County drainage area, Calif. (exclusive of Whittier Narrows Reservoir)	6,581,924	6,357,675	7,000,000
(3) Central and Southern Florida	6,300,000	6,131,215	5,000,000
(4) Columbia drainage and levee district, Illinois	32,539	412,233	311,900
(5) East Cape Girardeau and Clear Creek drainage district, Illinois	250,756	519,244	244,000
(6) East St. Louis and vicinity, Illinois	277,667	1,600,154	1,500,000
(7) Grand Tower drainage and levee district, Illinois	252,806	861,438	800,000
(8) Prairie du Rocher and vicinity, Illinois	146,483	930,540	707,000
(9) Wood River drainage and levee district, Illinois	227,859	1,175,104	1,100,000
(10) New Albany, Ind	1,621,646	1,462,225	631,700
(11) Vincennes, Ind	31,118	322,381	600,000
(12) Hutchinson, Kans		1,927,479	1,824,000
(13) Kansas City, Mo., and Kans	6,203,870	5,155,260	3,750,000
(14) Missouri River agriculture levees, Kansas, Missouri, Iowa, and Nebraska	2,209,329	3,428,743	500,000
(15) Topeka, Kans		70,000	500,000
(16) Wichita and Valley Center, Kans	54,976	1,732,149	2,500,000
(17) Ashland, Ky		2,254,901	900,000
(18) Covington, Ky	815,996	1,474,689	900,000
(19) Louisville, Ky	3,388,498	4,812,102	4,500,000
(20) Maysville, Ky	94,849	1,157,964	1,000,000
(21) Natchitoches Parish, La		386,312	500,000
(22) Cumberland, Md., and Ridgeley, W. Va	1,148,424	1,037,697	1,300,000
(23) Red River of the North, Minn., N. Dak., and S. Dak	1,193,740	748,000	550,000
(24) Aitkin, Minn	•16,733	655,000	600,000
(25) Cape Girardeau, Mo		100,000	1,000,000
(26) Perry County drainage and levee districts 1, 2, and 3, Missouri	312,812	1,053,220	1,000,000
(27) Willamette River bank protection, Oregon	565,284	490,563	400,000
(28) Williamsport, Pa	191,937	1,072,178	1,185,000
(29) Fall River Basin, S. Dak	403,156	412,000	427,000
(30) Memphis, Wolf River and Nonconnah Creek, Tenn	472,306	842,556	750,000
(31) Fort Worth Floodway, Tex	538,400	811,600	750,000
(32) Snagging and clearing	603,593	1,521,611	800,000
(33) Emergency bank protection	322,770	664,914	400,000
(34) Section 212 projects	349,017	1,663,651	1,000,000
(35) All other	8,496,802	8,864,355	
(b) Flood-control reservoirs (including multiple purposes other than power):			
(1) Cherry Valley Reservoir, Calif	483,336	3,417,361	2,514,100
(2) Folsom Reservoir, Calif	4,330,164	7,101,270	18,130,000
(3) Isabella Reservoir, Calif	2,855,144	4,650,000	4,500,000
(4) Pine Flat Reservoir, Calif	8,291,675	8,253,787	9,500,000
(5) San Antonio Reservoir, Calif	62,736	1,567,133	3,000,000
(6) Whittier Narrows Reservoir, Calif	6,500,000	4,660,000	7,000,000
(7) Mansfield Hollow Reservoir, Conn	2,689,784	3,113,280	540,000
(8) Lucky Peak Reservoir, Idaho	2,271,214	4,018,786	6,087,000
(9) Farm Creek Reservoirs, Ill	1,106,315	1,578,144	929,300
(10) Tuttle Creek Reservoir, Kans		500,000	15,500,000
(11) Jemez Canyon Reservoir, N. Mex	494,061	1,079,793	2,310,000
(12) Conemaugh River Reservoir, Pa	8,457,394	9,731,504	4,200,000
(13) East Branch Clarion River Reservoir, Pa	1,298,926	2,051,224	850,000
(14) Belton Reservoir, Tex	2,406,535	4,090,000	3,500,000
(15) Garza-Little Elm Reservoir, Tex	3,400,000	3,081,000	5,300,000
(16) Lavon Reservoir, Tex	4,136,000	1,536,000	462,000
(17) Texarkana Reservoir, Tex	2,755,603	4,273,184	6,000,000
(18) All other	33,552,595	19,448,496	
(c) Multiple-purpose reservoir projects which include power:			
(1) Blakely Mountain Reservoir, Ark	3,657,954	5,840,046	6,600,000
(2) Bull Shoals Reservoir, Ark. and Mo	17,029,294	15,427,436	1,400,000
(3) Clark Hill Reservoir, Ga. and S. C	19,800,000	18,480,000	4,100,000
(4) Hartwell Reservoir, Ga. and S. C	118,482	224,118	4,000,000
(5) Albeni Falls Reservoir, Idaho	2,900,000	10,000,000	8,100,000
(6) Gavins Point Reservoir, Nebr. and S. Dak	143,484	2,077,219	13,000,000
(7) John H. Kerr Reservoir, Va. and N. C	25,500,495	17,465,001	6,840,000
(8) Garrison Reservoir, N. Dak	29,937,000	38,310,826	34,000,000
(9) Fort Gibson Reservoir, Okla	4,325,436	3,081,064	525,000
(10) Tenkiller Ferry Reservoir, Okla	5,019,623	3,625,995	2,250,000
(11) Detroit Reservoir, Oreg	15,167,100	17,418,000	10,700,000
(12) Lookout Point Reservoir, Oreg	15,212,700	16,440,000	17,250,000

Obligations by activities—Continued

Description	1951 actual	1952 estimate	1953 estimate
Direct Obligations—Continued			
MAJOR CAPITAL OUTLAY—continued			
1. Construction—Continued			
(c) Multiple-purpose reservoir projects which include power—Continued			
(13) Fort Randall Reservoir, S. Dak.	$32,579,959	$33,679,041	$37,500,000
(14) Oahe Reservoir, S. Dak.	3,585,660	4,341,404	3,500,000
(15) Dale Hollow Reservoir, Tenn. and Ky.	262,443	580,978	1,491,000
(16) Whitney Reservoir, Tex.	9,905,796	3,900,947	175,000
(17) All other	28,203,246	8,400,088	
2. Planning	1,886,534	3,527,114	1,500,000
CURRENT EXPENSES			
1. Operation and maintenance:			
(a) Flood-control reservoirs (including multiple purposes other than power)	2,263,466	2,828,881	2,658,500
(b) Multiple-purpose reservoir projects which include power	1,752,768	2,354,524	2,753,500
(c) Other (including channel improvement projects and miscellaneous maintenance items)	1,109,363	817,999	700,000
2. Surveys, investigations, and other study programs:			
(a) Preliminary examinations, surveys, and miscellaneous study programs:			
(1) General	4,681,759	782,413	2,700,000
(2) Arkansas-White and Red River Basin survey	667,331	468,169	1,000,000
(3) New England-New York survey	310,338	624,662	800,000
(b) Stream-gaging programs	753,608	519,657	425,000
(c) Fish and wildlife studies	108,788	42,108	40,000
3. Administration (salaries, Office, Chief of Engineers, allotment roll)	752,226	832,500	900,000
Total direct obligations	356,275,780	358,424,610	300,795,000
Obligations payable out of reimbursements from other accounts			
MAJOR CAPITAL OUTLAY			
1. Construction:			
(a) Local protection:			
(1) Corps of Engineers (military functions)	446,996	770,000	770,000
(2) Other Department of the Army military functions	170,214	330,000	330,000
(3) Department of the Air Force	675,035	1,000,000	1,000,000
(4) Other Federal agencies	202,428	400,000	420,000
(5) Non-Federal agencies	124,003	766,000	766,000
(b) Flood-control reservoirs (including multiple purposes other than power):			
(1) Corps of Engineers (military functions)	481,171	688,000	700,000
(2) Other Department of the Army military functions	270,932	540,000	550,000
(3) Department of the Air Force	584,053	800,000	800,000
(4) Other Federal agencies	55,155	100,000	110,000
(5) Non-Federal agencies	206,083	618,000	620,000
(c) Multiple-purpose reservoir projects which include power:			
(1) Corps of Engineers (military functions)	65,423	120,000	120,000
(2) Other Department of the Army military functions	137,398	270,000	283,000
(3) Department of the Air Force	161,665	320,000	320,000
(4) Other Federal agencies	20,875	40,000	40,000
(5) Non-Federal agencies	164,420	492,000	506,500
2. Planning (Corps of Engineers, military functions)	22,538	45,000	45,000
CURRENT EXPENSES			
1. Operation and maintenance:			
(a) Flood-control reservoirs (including multiple purposes other than power):			
(1) Other Department of the Army military functions	2,750	7,000	7,000
(2) Non-Federal agencies	4,026	7,500	7,500
2. Surveys, investigations, and other study programs:			
(a) Preliminary examinations, surveys, and miscellaneous study programs:			
(1) Corps of Engineers (military functions)	1,726	5,000	5,000
3. Administration (salaries, Office, Chief of Engineers, allotment roll) (other Federal agencies)	3,501	1,500	
Total obligations payable out of reimbursements from other accounts	3,800,392	7,320,000	7,400,000
Total obligations	360,076,172	365,744,610	308,195,000

Obligations by objects

Object classification	1951 actual	1952 estimate	1953 estimate
Summary of Personal Services			
Total number of permanent positions	10,630	10,723	9,535
Full-time equivalent of all other positions	642	637	632
Average number of all employees	10,760	10,876	9,544
Average salaries and grades:			
General schedule grades:			
Average salary	$4,287	$4,803	$4,810
Average grade	GS–6.7	GS–6.8	GS–6.8
Crafts, protective, and custodial grades:			
Average salary	$2,908	$3,300	$3,310
Average grade	CPC–4.7	CPC–4.8	CPC–4.8
Ungraded positions: Average salary	$2,361	$2,395	$2,410
Personal service obligations:			
Pay and allowance to commissioned officers	364,960	365,000	365,000
Permanent positions	38,279,900	42,410,443	37,600,414
Part-time and temporary positions	2,018,000	2,025,000	2,025,000
Regular pay in excess of 52-week base		162,857	144,386
Payment above basic rates	1,939,466	2,344,200	2,344,200
Total personal service obligations	42,602,326	47,307,500	42,479,000
Direct Obligations			
Personal services:			
Civilian	40,149,663	43,552,500	38,724,000
Pay and allowances to commissioned officers	364,960	365,000	365,000
Travel	1,542,785	1,649,650	1,500,000
Transportation of things	3,034,254	3,474,433	3,200,000
Communication services	426,856	524,165	400,000
Rents and utility services	1,129,894	1,236,105	1,200,000
Printing and reproduction	149,535	153,449	130,000
Other contractual services	9,821,559	10,853,021	8,500,000
Services performed by other agencies	2,746,168	2,200,000	2,000,000
Supplies and materials	6,957,179	9,026,879	5,525,000
Equipment	1,970,174	2,971,200	1,500,000
Lands and structures	288,464,540	282,864,208	238,197,500
Refunds, awards, and indemnities	11,249	8,500	8,000
Taxes and assessments	29,268	70,500	70,500
Subtotal	356,798,084	358,949,610	301,320,000
Deduct charges for quarters and subsistence	522,304	525,000	525,000
Total direct obligations	356,275,780	358,424,610	300,795,000
Obligations Payable Out of Reimbursements From Other Accounts			
Personal services, civilian	2,087,703	3,390,000	3,390,000
Travel	40,810	80,000	80,000
Transportation of things	7,376	10,000	10,000
Communication services	8,476	8,000	8,000
Rents and utility services	252,057	550,000	580,000
Other contractual services	796,901	1,500,000	1,500,000
Supplies and materials	274,921	600,000	618,500
Equipment	176,761	150,000	150,000
Lands and structures	153,937	1,028,500	1,060,000
Taxes and assessments	1,450	3,500	3,500
Total obligations payable out of reimbursements from other accounts	3,800,392	7,320,000	7,400,000
Total obligations	360,076,172	365,744,610	308,195,000

General CHORPENING. On page 69, it is shown that our approved budget estimate for all examinations, surveys, planning, and other study programs under flood control was $6,465,000. The appropriation by the House was $1,215,000, a reduction of $5,250,000.

This reduction of about 80 percent of the funds requested contemplates complete elimination of any planning funds under flood control. It would reduce our surveys and investigations under the general program from $2,700,000 as requested to $520,000. This would mean that many surveys directed by the Congress and now under way, and important to the economy and growth of this country, would

either have to be completely stopped or go along at a very slow rate. It would mean that others would have to be stopped and the work already done would be at least partially lost.

Chairman McKellar. How much did you have this year?

General Chorpening. We had nothing this year for surveys. There was nothing apppropriated at all. So the only funds that we have had to work upon this year were those funds left over from earlier fiscal years, and they are practically gone. I am talking now about the general survey program.

Arkansas-White-Red River Basin Survey

Now, the next item is the "Arkansas-White-Red River survey." There our request is for $1 million. Last year our allowance was $400,000.

This is the program that we are under instructions to complete by the 30th of June 1954. We are the chairman agency and are working with the other agencies of the Government.

Chairman McKellar. Is that the project that Senator McClellan was talking about yesterday?

General Chorpening. I believe that he was concerned about it. I do not specifically recall that he mentioned it, sir. But he is interested in it because it covers part of the Arkansas River in his State.

We asked for $1 million, and under the allowance by the House we would only have $120,000. That work is going to come to almost a halt, and we will never finish it by the 30th of June 1954 as scheduled.

It puts us, I may say, in the embarrassing position of being the chairman agency without enough funds to proceed with our part of the work. A tremendous amount of work has been done on this survey, as well as on the New York-New England survey; and if these surveys are drawn out over too long a period of time, it just costs more money and some of the data that you get in the earlier part of the surveys become stale and has to be revised.

Senator Young. Some of these surveys are made in conjunction with other agencies, are they not?

New York-New England Survey

General Chorpening. Both of these, the Arkansas-White-Red and the New York-New England surveys are being made in conjunction with all other agencies of Government, that is, the Department of the Interior and their various agencies, the Department of Agriculture, and the Public Health Service. Likewise, the States are working very closely with us on these matters.

Senator Young. Were funds provided by the House for the other agencies involved; do you know?

General Chorpening. I believe that the other agencies get general funds which they may then allot to this. We ask for them specifically for these phases of our survey program.

Stream-Gaging Program

The stream-gaging program is a program that is vital not only to our work on structures that are completed in order to know what the history of the flows in our rivers is, but also to know how to operate

these structures after their completion. We have been carrying this on for a long time. It is the very heart of knowing how to operate these flood-control reservoirs. We do not see how we could operate without that, and we are allowing that to continue.

In other words, out of $1,215,000, we are going to allot $425,000 for that purpose, showing how important we feel it is.

Senator YOUNG. I noticed recently when the floodwaters hit Omaha that you were quite accurate in forecasting the level of the floodwater there. Was that the result of studies such as are made under these appropriations?

General CHORPENING. That was partially due to such studies, but also I would like to mention there, Senator, that down at Vicksburg, Miss., we have a large model of the Mississippi River and its tributaries built to scale. It is not complete as yet, but it was complete on the portion involved there. During that flood, knowing what was going to come, we ran a model to check our calculations. It was a great help to us in being able to predict and determine ahead of time what was going to happen a week or several days ahead, and at any particular place. You can see the great value of it.

Mr. Chairman, I would like, if I may, to have placed in the record the justification statement in greater detail than I have presented it here that we have included in our requests for restoration.

Chairman MCKELLAR. That may be done. As I understand it, you would like the full amount restored?

General CHORPENING. We would like to get all of that restored, Senator. As I pointed out, the reduction in connection with the over-all examination, survey, and planning program is roughly 80 percent of what we asked for; and this is the beginning and the heart of our program on flood control.

(The justifications referred to follow:)

JUSTIFICATION FOR RESTORATION, FLOOD CONTROL, EXAMINATION, SURVEY, PLANNING, AND OTHER STUDY PROGRAMS

1. Planning (p. 385)

Approved budget estimate	$1,500,000
Amount allowed by House	----------
Restoration requested	1,500,000

Restoration of the budget estimate is essential since it represents the minimum requirement for carrying on the necessary program of design and preparation of plans and specifications. The budget estimate includes $1,500,000 for the continuation of planning work on 18 projects and for the initiation of planning work on 5 additional projects. All of these projects are essential to the national defense in that they provide urgently needed hydroelectric power or protection for vital defense areas or industries and transportation arteries. The planning of many of these projects have already been certified by the President as being in the interest of the national defense.

The planning phase is an extremely important preconstruction stage of an authorized project. Features of the project are designed, a construction schedule prepared for orderly and economical construction operations, and necessary detailed information is prepared for coordination with local interests, States, and other agencies. In many instances, local interests must know a considerable time in advance of construction what land will be needed in order that they can make their own arrangements for providing the necessary local cooperation.

Many of the projects for which funds are included in the budget estimate for planning are in one or more of the above stages. In some cases negotiations and coordination with other agencies is in progress; elimination of funds for

those projects would abruptly sever further work in that connection. When negotiations are again resumed there would be additional costs involved and loss of favorable relationships which had been gained with local interests. In addition, abruptly ending work on the planning or design of the project will entail additional costs in the future, since it will be necessary to resume that work with personnel not necessarily trained in this highly specialized type of work and generally unfamiliar with the work that has already been accomplished.

In view of the importance of the projects in the budget to the national defense, it is considered highly desirable that the preliminary phases be advanced to the point where construction can be initiated without delay when conditions warrant. Without providing sufficient planning funds to carry these projects to the construction stage, a long lapse of time may be involved in taking care of all the preliminary work when construction funds are appropriated. It is in the interest of the United States and directly related to the national defense to continue the planning program as proposed in the President's budget.

2. Surveys, investigations, and other study programs

(A) PRELIMINARY EXAMINATIONS, SURVEYS, AND MISCELLANEOUS STUDY PROGRAMS

General statement regarding the examination and survey program

The civil functions appropriation bill for fiscal year 1953, as passed by the House, contains an amount of $1,215,000 for the flood-control surveys and study program. An analysis of the report on the bill by the House Appropriations Committee indicates that money for planning authorized projects was specifically eliminated and that the amount of $1,215,000 for flood control must be applied to a program estimated to cost $4,965,000 including $1,600,000 for the general authorized survey program, $1,000,000 for the Arkansas-White Red and $800,000 for the New England-New York comprehensive surveys, $425,000 for stream-gaging stations, $500,000 for rainfall stations, $500,000 for storm studies, $100,000 for special and emergency flood investigations, and $40,000 for fish and wildlife studies.

It is apparent from the foregoing that the reduced amount approved by the House is insufficient to carry on the program of surveys and related operations approved by the Bureau of the Budget.

The following table shows the budget estimates for flood-control surveys and contingencies, the amount allowed by the House, and the proposed distribution of this amount to the activities covered by the budget estimate:

Possible use of funds allowed by House on flood-control survey report and related program in civil functions bill for fiscal year 1953

Function and item	Flood control	
	Budget estimate	Possible use under House allowance
General survey program	$1,600,000	$460,000
Two special surveys:		
Arkansas-White-Red	1,000,000	120,000
New England-New York	800,000	120,000
Subtotal, Arkansas-White-Red and New England-New York	1,800,000	240,000
Operation and miscellaneous:		
Stream-gaging stations	425,000	425,000
Rainfall stations	500,000	
Storm studies	500,000	
Flood investigations	100,000	60,000
Fish and wildlife studies	40,000	30,000
Subtotal, operation	1,565,000	515,000
Total, surveys and operation	4,965,000	1,215,000

After deduction of the amounts needed for essential and nondeferrable operations, the remainder would be sufficient for only minor progress on the comprehensive Arkansas-White-Red and New England-New York studies and for work on a very limited number of reports in the general authorized survey program.

It should be recognized that, with the amounts approved by the House, it will be impossible to make the progress planned under the program approved by the Bureau of the Budget. Distribution of the reduced funds to all authorized investigations would not permit economical and efficient use of the money in general. Accordingly, only a few of the more important investigations can be carried on in fiscal year 1953 unless the requested appropriations are restored.

(1) General:

Approved budget estimate	$1,600,000
Allowed by House	460,000
Restoration requested	1,140,000

The lack of appropriations in fiscal year 1952 for examinations and surveys resulted in a severe curtailment of work and deferral of many important studies requested by Congress. The drastic cuts in the approved budget for the program in fiscal year 1953, if not restored, would mean that study of many important problems in areas authorized for investigation must be further postponed. At present, there are approximately 415 flood-control reports assigned to the field offices of the Corps of Engineers for preparation in compliance with congressional authorization.

The need for funds for carrying out investigations for flood control, hydroelectric power development, and related water-resource developments is as urgent at this time as at any time in the history of the program. The devastating floods of 1950, 1951, and 1952 are well known to the Members of Congress and to the public. The tremendous loss of property and agricultural and industrial production is a severe blow to the security of the Nation. Lives lost and health endangered cannot be evaluated in monetary terms. The existence of a large backlog of authorized projects does not, in any way, eliminate the existence of problems and hazards in other areas or the possible desirability of modifying presently authorized projects to meet changing needs. The continuing growth of the country and the changing needs of the defense program warrant appropriation of funds for and work on the minimum report program as approved by the Bureau of the Budget for fiscal year 1953.

The Corps of Engineers' survey program is Nation-wide; it includes specific investigations called for by Congress; it provides for preliminary examination of areas at small cost in order to eliminate costly detailed studies of unjustified projects. The program provides for the preparation of reports at field level where accurate physical conditions and local views can be readily determined at public hearings. It results in definite plans for specific projects in order that the engineering and economic feasibility of a project may be adjudged; and finally it provides a basis in accurate, complete, and printed form for the final decision of Congress as to whether or not a project should be authorized or modified.

Investigation of the river basins of the United States and possessions for flood control and related purposes should go forward in order that a well-planned and coordinated construction program of authorized projects can proceed as the Congress sees fit to make construction funds available.

Adequate flood protection for our agricultural, industrial, and residential areas and adequate development of our water resources for power, conservation, or water supply during periods of peace or war are an asset to our national economy. In view of the fact that all projects for flood control and related uses stem originally from investigations to determine their feasibility, the examinations, survey, and contingencies funds should be restored to the amounts approved by the Bureau of the Budget.

General statement regarding hydrologic requirements

The primary application of hydrology as required in connection with the sound planning, design, construction and operation of water resources development programs of the Corps of Engineers involve the analysis of floods of record to determine their magnitudes and causes; regionalized studies of storms and flood characteristics to determine average frequencies of various flood magnitudes and the maximum occurrences to be expected; correlation of flood probabilities and economic benefits corresponding to various degrees of flood control; development of practical functional plans for control of floods and utilization of water resources, including the determination of reservoir storage

capacities, spillway and outlet size for dams, floodway requirements and levee grades, and integrated plans for operation of flood control and multiple-purpose projects.

Adequate information concerning rainfall and stream flow is fundamental to the efficient development of water resources. Hydrologic stations for the observation of precipitation and stream flow, when supplemented by competent scientific analysis, provide this information. The value of these data, for which there is no substitute, is largely dependent upon uninterrupted station operation over a long period of years in order that a continuous record as well as a maximum range of conditions may be observed. Should it become necessary to close hydrologic stations due to curtailment of funds, the continuity of record would be destroyed and data would be lost which no expenditure of time or money could replace.

In order to assure the fundamental information required for sound planning of river-basin programs, the President's Water Resources Policy Commission, in volume 1 of their recent report, offers the following recommendations:

"1. The continuing collection and analysis of basic information should be recognized as an essential part of the Nation's water-resources program, and a definite portion of annual Federal investment in river-basin programs should be allocated to assure adequacy in this field in the interests of economy and security.

"4. Adequacy of hydrologic information should be assured by undertaking within 10 years (*a*) an increase of about 50 percent in the number of precipitation gages, snow courses, and other meteorological stations * * * (*c*) doubling the number of surface water stations for gaging streams, * * *"

In 1949 the Federal Inter-Agency River Basin Committee adopted a report prepared by its Subcommittee on Hydrology, outlining the anticipated future requirements for additional hydrologic stations needed by all Federal and State agencies in carrying out coordinated comprehensive river basin development programs. As a result of this effort the Congress in 1951 initiated expansion of the existing programs through appropriation of $239,000 to the United States Geological Survey for establishment of 81 of the highest priority stream gaging stations listed in the FIARBC report. While such an expansion is highly desirable, is is believed far more essential that every effort be made to continue the existing programs.

Storm studies and general hydrologic investigations (p. 396):

Approved budget estimate	$500,000
Allowed by House	
Restoration requested	500,000

Investigations of major storms in all regions of the country and a study of relations between observed rainfall in these storms, their meteorologic causes, and the resultant flood run-off are essential in the development of criteria on which to base the design and operation of flood-control projects. The criteria derived from these studies are used in connection with determination of economic justifications, capacity of flood-control works, required provisions for security against failure of the project during extreme flood emergencies, proper design for optimum performance and economy of construction, and operation procedures after completion of construction.

The comprehensive storm study program and general hydrologic investigations are conducted by the Corps of Engineers. The Weather Bureau cooperates in the program to the extent of reviewing meteorologic aspects of the storm studies and preparing special estimates of maximum possible precipitation. Studies of this nature completed to date have resulted in accumulation of storm data and in the development of up-to-date hydrologic techniques that provide more reliable determinations of basic flood criteria.

Elimination of this program eventually would require accomplishment of essentially the same investigations in connection with the design and operation of projects on a piecemeal and inefficient basis.

The amount of $500,000 is needed during fiscal year 1953 in order that the above investigations can be continued at a rate consistent with the need for design criteria in connection with construction of authorized projects.

General flood investigations (p. 396):

Approved budget estimate	$100,000
Allowed by House	60,000
Restoration requested	40,000

These investigations include the collection of current flood data pertaining to serious floods on streams for which formal reports have not been specifically directed by Congress. The data collected in these investigations consist of precipitation data, flood damage data, record of flood flows and heights, and similar data of hydrologic nature. It is imperative that these data be collected during and immediately following the occurrence of a serious flood. Extensive use is made of the information in connection with hydrologic features of all reports prepared in subsequent years following occurrence of the flood. This work also includes the preparation of reconnaissance reports on flood conditions for other Federal agencies and for Members of Congress.

Reduction of funds for this work would, in addition to destroying the opportunity to collect and use the data in connection with the planning, design, and operation of authorized projects, place the Corps of Engineers in one of two untenable positions; (1) of being unable to furnish emergency flood information to flood fighting parties, to other Federal agencies, and to Members of Congress, or (2) of being forced to collect the data with facilities not intended for that purpose.

The full budget estimate of $100,000 is needed for these purposes during fiscal year 1953.

Transfer to Weather Bureau for hydrometeorological studies, and hydrologic network of precipitation stations (p. 396):

Approved budget estimate	$500,000
Allowed by House	
Restoration requested	500,000

The observation of precipitation and other weather factors at fixed stations represents a "sampling process." The interpretation of these data in terms of flood potentialities requires a scientific appraisal of these observed data in relation to basic meteorological causes. Accordingly, when the storm study program was organized in 1938, the Corps of Engineers entered into a cooperative agreement with the Weather Bureau whereby a special hydrometeorological section was established in the Weather Bureau to review the meteorological aspects of the storm study program. Since its inception the section has developed the new and unique science of estimating maximum possible precipitation. These studies provide the basic meteorological data needed to insure the adequacy of large structures whose failure would result in disastrous loss of life and property.

Loss of services of this hydrometeorological section eventually would require accomplishment of the same program by other far more inefficient and expensive means if construction and operation of water control projects are to continue. Dispersal of the highly specialized staff would result in loss of special training and experience gained during the past 14 years. Results of future studies to be prepared by the section, which have been beneficial to and have opened up other fields in meteorology and hydrology, would no longer be available.

The hydrologic network of precipitation stations was established during 1940 by the Weather Bureau in cooperation with the Corps of Engineers as the result of specific action of Congress (sec. 8 of the 1938 Flood Control Act). The objective of this program has been to supplement the basic network of meteorological stations with additional precipitation stations, particularly those of the continuous recording type, so as to provide the Corps of Engineers with a density and type of precipitation record that would be adequate for present and future development of water resources. While required and fully justified for flood-control activities, the program is also partially satisfying a long existent deficiency in recording percipitation data.

Elimination of funds for transfer to the Weather Bureau for the Hydroclimatic network would result in seriously impairing the planning, design and operation of water-control projects and would result in the expenditure of many times the savings made through expedient and makeshift measures which would have to be adopted as substitutes. Closure of the recording precipitation stations would be permanently recorded in the record of hydrologic data as a disaster for all future workers in the water resource field to observe and deplore.

The total of $500,000 is needed during fiscal year 1953 for transfer to the Weather Bureau for continuation of these essential activities.

(*a*) (2) Arkansas, White, and Red Rivers Basins Survey (p. 401):

Approved budget estimate	$1,000,000
Amount allowed by house	120,000
Restoration requested	880,000

The Flood Control Act of 1950 authorized the Corps of Engineers, through the Secretary of the Army, to make a survey of the Arkansas, White, and Red Rivers Basins, in coordination with the Departments of the Interior and Agriculture, the Federal Power Commission, and other Federal and State agencies, with a view to developing comprehensive, integrated plans of improvement for navigation, flood control, and related land and water uses. The Corps of Engineers acts as chairman of the study commission set up to make the study. The Bureau of the Budget, in coordinating the program among the several Federal agencies involved, including the Departments of Agriculture, Commerce, and Interior, and the Public Health Service, has included $1,200,000 for continuation of the comprehensive study in fiscal year 1953, $1,000,000 of which would be allocated from flood control survey funds and $200,000 from river and harbor survey funds. As indicated elsewhere, it would be possible to allot to this report only $120,000 from flood control survey funds and $50,000 from river and harbors survey funds as passed by the House.

The presently scheduled date of completion of this comprehensive study is June 1954. It will be impossible to meet this date, and for the Corps of Engineers to maintain adequate progress on its part of the study in relation to other agencies, unless the amounts approved by the Bureau of the Budget are restored.

The Arkansas-White-Red Rivers Basins are an important segment of the Southwest, and the progress and development thereof, particularly in the present crucial period of national history, are vitally linked with proper development of the water resources of the region. The comprehensive study will determine the best coordinated program for control of devastating floods, improvement of navigation, and development or related water and land uses in the area. Much future Federal, nonFederal public, and private development in the region will be dependent upon the findings of the authorized study. In order that orderly progress may continue at all levels, it is believed highly desirable that funds be restored for the program.

(*a*) (3) New England-New York Survey (p. 402):

Approved budget estimate	$800,000
Amount allowed by House	120,000
Restoration requested	680,000

The Flood Control Act of 1950 authorized the Corps of Engineers, under the Secretary of the Army, to make a comprehensive study of the Merrimack and Connecticut Rivers and other streams in New England to determine the practicable hydroelectric potentialities in combination with other water and resource developments of the area. The President's directive of October 9, 1950, to the Secretary of the Army included the New York area, and the resolution of October 27, 1950, by the Federal Interagency River Basin Committee formed an interagency committee, with the Department of Army as chairman, to make the investigation. Other agencies represented are the Departments of Agriculture, Commerce, and Interior, the Federal Power Commission, the Federal Security Agency, and the Governors of the seven participating States. The report is scheduled for completion by June 30, 1954.

The Bureau of the Budget approved a total of $1,100,000 for continuation of work on this study by the Corps of Engineers in fiscal year 1953, after consideration and coordination of the budgets of other concerned agencies. Of the above amount, $800,000 would be allotted from flood control and $300,000 from river and harbor survey funds. As indicated elsewhere, it would be possible, with the amounts for these programs allowed in the civil functions appropriations bill as passed by the House on April 2, 1952, to allot only $120,000 from flood control and $50,000 from river and harbor funds. Adequate progress by the Corps of Engineers toward meeting the schedule and maintaining coordinated progress with other Federal agencies would therefore be obviously impossible unless the amounts approved by the Bureau of the Budget are restored, especially in view of the reduced appropriation for this study in fiscal year 1952.

Early completion of the comprehensive study is considered highly desirable in view of the increasing needs of the region for a coordinated over-all plan of water resource development, and the important influence existence of such a plan would have on further economical and industrial progress in the region.

(*b*) Streams gaging programs (p. 403):

Approved budget estimate	$425,000
Amount allowed by House	425,000
Restoration requested	-------

The United States Geological Survey, under its normal functions, has maintained a primary network of stream gaging stations that was planned to meet the general need of the public insofar as available funds permitted. Inasmuch as this basic network of stream gaging stations was not sufficiently dense in all regions to provide suitable records of stream flow for use in specific river improvement projects for which the Corps of Engineers is responsible, funds have been transferred to the Geological Survey in recent years to cover in part the cost of installing and operating specific stream gaging stations necessary for such purposes.

Elimination of funds from the flood control portion of this essential basic-data program would result in closure of approximately 500 stream gaging stations or about 10 percent of the total stations operated by the United States Geological Survey. It would also necessitate the discharge of local observers who receive small compensation but who serve primarily in the interest of public service. The continuity of stream-flow data would be destroyed. Basic hydrologic studies required in comprehensive river basin development programs would suffer with eventual expenditure for computations and losses through poor design, of many times the amount saved through closure of the stations.

The total of $425,000 is needed under flood control to continue this essential program during fiscal year 1953 and that amount has been allocated under the appropriation allowed by the House.

(c) Fish and Wildlife Studies (p. 405):

Approved budget estimate	$40,000
Amount allowed by House	30,000
Restoration requested	10,000

Program justification

By law (Act of Aug. 14, 1946; 60 Stat. 1080), the Fish and Wildlife Service is required to conduct surveys throughout the United States and Alaska, of projects of the Corps of Engineers, Bureau of Reclamation, and other Federal agencies, as well as projects licensed by the Federal Commission, to determine effects of such projects upon fishery and wildlife resources.

The House committee report (No. 1652) on the civil functions appropriation bill, H. R. 7268, lists a number of flood-control projects for which construction funds were allowed. Detailed reports of the Fish and Wildlife Service have not yet been prepared on several reservoir projects in this list.

It is often possible, by properly coordinating fish and wildlife habitat requirements with project objectives to prevent important losses to fish and wildlife resources that would otherwise occur in the project area. The cost of studies needed to insure proper consideration of fish and wildlife are small when compared to the other project investigate costs or to the total public benefits and costs of the project.

Effect of reduction

A reduction og $10,000 as imposed by the House would mean the loss of two biologists, resulting in four to six flood-control projects not receiving study by the Fish and Wildlife Service. All Federal agencies concerned in any way with water development projects have a responsibility to protect the fish and wildlife resources affected by such projects to the maximum extent possible. Only through proper multiple purpose planning can these responsibilities be met. The Service cannot without adequate funds meet its share of this responsibility.

FLOOD CONTROL

CONSTRUCTION

(Estimate, $287,318,000; act $206,017,400)

(House hearings, p. 275)

(P. 6, line 18)

(1) Page 6, line 18, strike out "$206,017,400" and insert in lieu thereof "$285,647,300," an increase of $79,629,000 in the act.

HOUSE REPORT

Reasons for House committee action with respect to this appropriation is the same as that set forth on page 12 for the appropriation "Rivers and Harbors—Construction."

JUSTIFICATION

(1) This amendment would restore $79,629,000 of the amount deleted from the estimate by the House and would be applied by activity as follows:

Project	Amount in act	Proposed amendment	Total request
1. Local protection	$32,983,000	$12,160,900	$45,143,900
2. Flood-control reservoirs (including multiple purposes other than power)	61,445,400	27,627,000	89,072,400
3. Multiple-purpose reservoir projects which include power	113,991,000	37,440,000	151,431,000
Subtotal construction	208,419,400	77,227,900	285,647,300
Reduction in salaries and expenses	−2,402,000	+2,402,000	0
Total direct obligations	206,017,400	79,629,900	285,647,300

Chairman McKellar. Go right ahead, sir.

Blakely Mountain Reservoir, Ark.

General Chorpening. The next item is on page 84, Blakely Mountain Reservoir, Ark.

This project is well under construction, having had $17,550,000 out of the estimated cost of $32,675,000 appropriated in earlier years.

Chairman McKellar. The House reduced the request by $600,000; is that right?

General Chorpening. The House reduced the request of $6,600,000 by $600,000; yes, sir. This appears to be a fairly minor reduction, but, nevertheless, it will result in delaying from 4 to 6 months the time when we had hoped to get some power on the line. The value of such lost power would exceed the reduction made by the House.

This is a combination power and flood-control reservoir. We respectfully ask that the cut be restored.

I would like to interpose here, Mr. Chairman, and say that yesterday I mentioned that on these various projects we would like to place in the record the full statement of justification for restoration. Would that be permissible?

Chairman McKellar. Without objection, that will be done.

(The justification referred to follows:)

BLAKELY MOUNTAIN RESERVOIR, ARK.

EFFECT OF REDUCTION

Powerhouse and power equipment

The reduction of $540,000 will reduce the 1953 allocation for the powerhouse and power equipment from $3,191,000 to $2,651,000. This item must bear the major portion of the reduction because the land acquisition, relocations, and clearing must be prosecuted to the full extent of the proposed 1953 funds in order that the work will stay abreast of the rising pool occasioned by construction of the dam and intake structure, which must be completed during the fiscal year 1953 in order that the water can be diverted through the permanent intakes at elevation 480 and storage continued for use in the generator of power. The reduction in 1953 funds for the powerhouse and power equipment will retard this work in 1953 and will delay final completion of this item from 4 to 6 months.

Restoration of borrow area, erosion control of dam site, and operating facilities

The reduction of $60,000 on this item will delay restoration of the borrow area and erosion control of the dam site until fiscal year 1954. This will result in additional costs when the work is accomplished because erosion will continue progressively until finally arrested.

JUSTIFICATION FOR RESTORATION

It is recommended that the reduction of $600,000 be restored because this cut will delay completion of the project from 4 to 6 months, with consequent delay in generation of much-needed power, and will result in increased costs for erosion control. This project is located in the rapidly developing area of Arkansas where 95 percent of this Nation's domestic bauxite (aluminum ore) is mined and where the aluminum-reduction plants are located. The Blakely Mountain project will be connected to the Arkansas Power & Light Co. system, a part of ALM pool (Arkansas, Louisiana, and Mississippi power and light companies), which is interconnected with the Tennessee Valley Authority and other companies. The Blakely Mountain project will have an installed capacity of 75,000 kilowatts. The estimated average annual generation of this project is 131,500 megawatt-hours as compared to the 1949 total load of 3,270,000 megawatt-hours for the entire ALM pool. It is planned that this project will operate closely in combination with the Carpenter and Remmel hydroelectric plants of the Arkansas Power & Light Co., located downstream on the Ouachita River. The major industries served by the system are aluminum-reduction plants, paper mills, cooperage and veneer plants, oil refineries, and plants for production of ammonia, nitrates, ceramics, and cottonseed products. Also, in the general area are the large Army hospital at Hot Springs, Ark., naval ammunition depot near Camden, Ark., which is presently being expanded, and the munitions plant at Pine Bluff, Ark. The power which would be lost by a 4- to 6-month delay in completing the project is estimated to be between 44,000 and 66,000 megawatt-hours, with a value of between $600,000 and $900,000.

Thus the reduction of $600,000 this fiscal year, of which $540,000 would be applied against the powerhouse and equipment, will cost the United States over that amount of dollars in actual earnings due to delay of power production.

BULL SHOALS RESERVOIR, ARK. AND MO.

General CHORPENING. The next item is on page 87, Bull Shoals Reservoir in Arkansas and Missouri.

This project is approaching completion. The budget estimate is $1,400,000. The House allowed $1 million. Now, the cut of $400,000 is going to mean that certain things, such as the clean-up, the completion of road and highway relocations that ought to be done and certainly should be done at this time, getting to the end of the project, cannot be completed. I think it is highly essential that we go ahead and have the full appropriation to get the job done.

Now, we are not asking at this time for all of the funds to go ahead and do what at some later time, when this emergency is over, should be done for public use. Those facilities will be deferred. But these are the essential things to make this a proper, clean-cut, going project. This cut may delay to some extent the full operation for flood control or power.

Chairman MCKELLAR. Would this finish it up?

General CHORPENING. This will finish it up with the exception of public use facilities that we do not propose to ask funds for at this time. The Bureau of the Budget has laid down rules—and very properly, I think—that in this emergency time we should not go ahead with items of public use and recreation development that can come later on. Only the essential items of reservoir management are proposed at this time.

Chairman MCKELLAR. All right, sir.

(The following information was supplied:)

BULL SHOALS RESERVOIR, ARK. AND MO.

EFFECT OF REDUCTION

Reservoir management and public use.—A reduction of $17,000 would delay the construction of facilities required for the preservation of safety and public health in the reservoir area. On the basis of experience at other reservoirs in the district, a large number of fishermen and tourist sightseers will visit the lake. Therefore, it will be necessary to provide facilities to prevent despoilment of the areas by fire and to provide minimum sanitary facilities to protect the health and safety of others including Government employees. The $17,000 requested for restoration would be used to provide a few designated public use areas where water and sanitary facilities will be made available.

Clean-up.—The reduction of $75,000 would delay the work under this item with resultant increased cost to the Government. In the construction of a dam, powerhouse, and switchyard for a project of this size, large areas are denuded of trees and other vegetative ground cover. This results in erosion during the period of construction, which becomes more severe and expensive to correct each year if left unchecked. The $75,000 requested for restoration would be used for the removal of debris, for erosion repair, and to start the growth of ground cover.

Road and highway relocations.—A reduction of $308,000 in the relocation program would delay the relocations of segments of Missouri State highways in the vicinity of Forsyth and Kissee Mills. Reservoir filling has been started and by June 1952 sufficient water will be available for power operations. If the road relocation program is delayed by a reduction in funds, it will be possible to begin power operations and risk flooding of roads in event of flood runoff or it will be necessary to restrict the use of the reservoir for power in order to have greater storage space available for storage of floodwater without flooding out roads. In one case, disruption of traffic would affect business and schools and could result in claims against the Government. In the other case there would be a delay in obtaining power and flood-control benefits from the large investment already made.

The Bull Shoals project is nearing completion and the reduction in the approved budget estimate would delay realization of benefits and add to the ultimate cost of specific items of work. A delay in providing designated public use areas with sanitary facilities could create a public health problem and lead to the loss of life and property. A delay in clean-up, including erosion control, could result in ultimate increased cost. A delay in road relocations will postpone proper utilization of the project. The critical elevation on the roads is 672. The flood-control storage in the reservoir (elevations 654 to 695) is 2,360,000 acre-feet. At elevation 672 this capacity is 905,000 acre-feet or only 38 percent of the total.

JUSTIFICATION OF RESTORATION

The proper time to undertake clean-up work is in fiscal year 1953. A delay of an additional year in providing erosion control will result in a greater cost when finally accomplished. The need for providing minimum facilities for public use of the reservoir is becoming increasingly urgent. Although effects of postponement of the facilities are intangible, they are real and the risks involved in an additional year of delay are highly undesirable. Consideration must be given to possible losses from forest fires and to the danger to public health from the lack of designated public use areas. The postponement of relocations would cause a corresponding delay in use of the reservoir for flood control. The Bull Shoals project is nearing completion and funds are needed to obtain early benefits from the large investment already made. The funds requested are necessary to insure that goal.

RED RIVER LEVEES AND BANK STABILIZATION BELOW DENISON DAM, ARK., TEX., AND LA.

General CHORPENING. The next item is on page 90, "Red River levees and bank stabilization below Denison Dam, Ark., Tex., and La."

The budget estimate is $634,000, and nothing was allowed by the House. Now, this, gentlemen, is an extremely important program for stabilizing the river. Unless this meandering stream is tied down,

it simply means that set-backs of levees are required; and it is not an economical proposition to continually spend money to build set-back levees, thereby taking more good farm land out of production.

In addition along this river are a number of important defense installations which must be protected. This is the most economical way to do it, rather than to continually be setting back levees. I would respectfully ask that the entire amount be restored. You will note that nothing was allowed by the House.

Chairman McKellar. What was allowed last year?

General Chorpening. There was nothing in the budget for 1952 for this purpose.

(The following information was supplied:)

RED RIVER LEVEES AND BANK STABILIZATION BELOW DENISON DAM, ARK., TEX., AND LA.

EFFECT OF REDUCTION

The levees and bank stabilization contribute directly to the protection of 1,000,000 acres of land along the Red River Valley, of which 500,000 are improved agricultural lands. Prior to fiscal year 1952 an average annual appropriation of approximately $900,000 made possible constant progress toward eventual completion. For fiscal year 1952 no appropriation was made, with consequent deterioration of completed work and endangering of existing levees, occasioning in one or two instances a set-back of levees with emergency funds. The Red River Valley is dependent for flood protection upon reservoirs, levees, and bank protection. Due to the inability to make new starts, no reservoirs are complete, and only one (Texarkana) is under way. In the interim, protection is dependent on the levees alone, and they in turn are dependent upon the stabilization of banks. In addition to the 1,000,000 acres of lands, highways, railroads, and Government installations such as Barksdale Air Force Base, Louisiana Ordnance Work, and strategic jet base at Alexandria, La., are endangered. The levees are practically complete to project grade but will have to be set back if the banks are not stabilized. The cost of such set-backs can be avoided by bank protection. When a levee is set back, not only is the cost of the levee set-back involved but also the loss of fertile lands, dislocation of railroads and highways, and kindred items.

Deferral of needed bank protection works will result in destruction of completed levee work, a prolongation of the flood danger to important agricultural and industrial areas, military installations, and traffic arteries, and will also cause the project cost to be substantially increased.

JUSTIFICATION FOR RESTORATION

Restoration of the budget estimate will provide bank protection works at critical locations, thus eliminating the construction of expensive levee set-backs involving the relocation of expensive improvements, communications and transportation facilities, as well as the abandonment of rich agricultural lands. Until the river is adequately stabilized, there is a constant threat of the destruction of the levee by caving river banks. The erodable nature of the soil formation along Red River frequently results in development of very rapid bank caving at unexpected points and immediate action is necessary to prevent destruction of the levee and possible interruption of important defense activities and communications.

Partial stabilization is no final cure. Stabilization until portions are tied from hard point to hard point or from curve to curve must be progressive. This project is in a condition where the levees are substantially complete but where only small progress has been made in stabilization. Failure to continue the stabilization program progressively from year to year, as made necessary by stream action, causes flanking of completed works and a loss of favorable stabilization of the stream that has been accomplished. The Red River lends itself well to control by bank stabilization works. Progress has been made and can be continued only if an annual appropriation is made until the entire work is complete. The fact that no appropriation was made last year makes it all the more vital that one be made this year.

Chairman McKellar. All right, go ahead, sir.

Folsom Reservoir, Calif.

General Chorpening. The next item is on page 92, "Folsom Reservoir" in California, a project for which approximately 26 percent of the funds have been appropriated.

The budget estimate for fiscal year 1953 is $18,130,000. The House allowed $16 million, a cut of $2,130,000.

This is a project in which all features of the project with the exception of the powerhouse are being constructed by the Corps of Engineers. It is a combined flood control, power, and irrigation structure.

It is essential that our part of the program be kept in step with the construction of the powerhouse which is being done by the Bureau of Reclamation. With the cut that is included here, we would not be able to keep on schedule.

Senator Young. Did the cost of the construction of dams go up last year?

General Chorpening. I can answer that I think best by saying that in the interval between when we made our estimates for the fiscal year 1952, which was July 1950, and the time we made up our estimates for the fiscal year 1953, which was July 1951, in that 12-month period, construction costs country-wide went up 5.8 percent. Mind you, that is an over-all index. Some projects might go up more or less; but as an over-all picture the estimated cost of our projects varied only slightly from that country-wide increase in cost. Concrete and steelwork have had a tendency to rise, and in every locality that has had an influence. But the over-all picture—and it is the Engineering News-Record Index that I am talking about—is that in that period, as I say, there was an increase of 5.8 percent.

Now, since July of 1951 I believe the construction cost index has gone up only about 2 percent. It has remained more or less stable since that time.

Does that answer your question, sir?

Senator Young. Yes; thank you.

General Chorpening. Getting back to Folsom Dam, I will ask Colonel Paules whether he has anything he would like to say on that.

Colonel Paules. The effect of this reduction on the over-all project would be to delay the completion by one flood season, which means 1 year. This project will produce, upon completion, an output of power of 500 million kilowatt-hours, so that would mean a loss of that number of kilowatt-hours to the California region.

(The following information was supplied:)

Folsom Reservoir, Calif.

Effect of reduction

The main dam and appurtenances and Mormon Island auxiliary dam and dikes, would be reduced by $2,130,000. This reduction would result in a decreased allocation for the main dam and appurtenances continuing contract, awarded September 13, 1951, involving an estimated $38,080,000. The contract involves complicated construction problems in order to keep the work on the several phases of the reservoir project in step with the construction program by the Bureau of Reclamation on the power facilities. Acquisition of the lands, relocations of roads and utilities, and reservoir clearing must be prosecuted as

rapidly as possible and before closure of the dam. Therefore, any reduction in funds allocated must be made from the main dam. A shortage of funds for work scheduled for fiscal year 1953 would delay important concreting operations in the stream channel and foundation and prevent the contractor from accomplishing the work scheduled during the first diversion season which would delay completion of the over-all project by one flood season. Furthermore, it would delay closure of the stream channel by one flood season, thereby resulting in a postponement of partial flood protection now proposed for the flood season of 1953. Complete flood protection as proposed, upon completion of the project, would be delayed to the same extent. This delay in the construction of the over-all project would also postpone delivery of power and irrigation and municipal water supplies by 1 year.

JUSTIFICATION FOR RESTORATION

Restoration of the proposed reduction of $2,130,000 is required to insure adequate funds for contract payments in fiscal year 1953 so that the present construction schedule, involving a rigid sequence of major construction problems will not be disrupted. The delay in completion of this project would postpone flood-control, power, and irrigation accomplishments by 1 year. The loss of flood-control benefits during this year on an average annual basis would be approximately $1,360,000. A repetition of the recent 1950 floods under present conditions would cause direct damages of over $3,000,000 in the American River flooded area alone while a repetition of the 1862 flood would cause damages in the order of $25,000,000, most of which would occur in the city of Sacramento and adjacent metropolitan areas having a combined population of some 200,000 residents. The Sacramento Signal Depot, Mather Air Base, and McClellan Air Depot, all vital military installations, are located in the Sacramento area and are dependent upon the completion of the Folsom project for unimpaired transportation to and between these installations during a major flood. In addition large acreages of lands along the Sacramento River below its junction with the American River would be affected by the postponement. The power facilities of the Folsom project, being constructed by the United States Bureau of Reclamation, will upon completion have an average annual output estimated at about 500,000 kilowatt-hours.

The flood-control and conservation benefits, exclusive of power benefit, that would not accrue by virtue of 1 year delay in project completion have been estimated at $4,000,000, or roughly twice the contemplated reduction in construction funds.

Chairman McKellar. All right, sir, is there anything further?

Isabella Reservoir, Calif.

General Chorpening. The next item is on page 95, "Isabella Reservoir" in California.

We have had $13,763,000 appropriated out of an estimated Federal cost of $20 million. The approved budget estimate is $4,500,000, and the House allowed $4 million, a cut of $500,000.

I am going to ask Colonel Hiatt to make a brief statement on that.

Colonel Hiatt. Isabella Reservoir is an important flood-control structure in the lower part, the southern part of the Central Valley Basin of California. At the present time they have a flood potential there due to the high runoff in the Kern, the Kings, and the Tulare Rivers in this area.

The cut made by the House would severely curtail the progress and delay the completion of effective operation of this important flood-control structure.

(The following information was supplied:)

ISABELLA RESERVOIR, CALIF.

EFFECT OF REDUCTION

Reduction in the amount of $500,000 for the main dam and appurtenances would result in delaying completion of the main dam contract until the fall of 1954 and after the period of the high snow-melt runoff in May and June 1954 instead of the spring of 1954 as planned. The main dam is being constructed on a $7,085,000 continuing-type contract, and the reduced allocation would defray contract expenditures for only a 9 months' period at the rate of progress most economical for the United States and the contractors.

JUSTIFICATION FOR RESTORATION

The reduction in funds would delay completion of the project by one snow-melt flood season. In a year like the present, the project would prevent an estimated $2,000,000 in damages to the area from the snow-melt floods.

The Isabella project is designed to provide flood protection to about 350,000 acres of agricultural land, oil fields, and urban and suburban areas along Kern River and distributaries; and in conjunction with the authorized Pine Flat, Terminus, and Success projects, to an additional 260,000 acres of agricultural land in the Tulare Lake area. Delay in completion of the Isabella project would cause the loss of conservation and power benefits for the period of delay and would expose this large and important area to the risk of a disastrous flood which could occur during the delay period.

The $500,000 reduction in funds should be restored in order to provide at the earliest practicable date the flood protection, conservation, and power benefits for which the project is designed. These benefits are estimated to amount to an average of $1,596,000 per year, computed on the basis of a price level which is far below the current price level. Had the project been in operation prior to the floods of November–December, 1950, it would have prevented flood damages in excess of $1,600,000. The area protected from flooding includes facilities important to the national economy, such as oil fields and extensive cotton-and-grain-producing areas in the Kern River area and Tulare Lake.

Chairman MCKELLAR. All right, is there anything further?

LOS ANGELES COUNTY DRAINAGE AREA, CALIF.

General CHORPENING. The next item is on page 97, the "Los Angeles County drainage area, excluding Whittier Narrows Reservoir, Calif." Out of an estimated cost of $311,439,800 the allotments to date have been $108,681,000. The approved budget estimate was $7 million, and the House allowed $2,898,000, a cut of $4,102,000. We are asking for the full restoration.

Chairman MCKELLAR. What amount was appropriated last year, that is, for the present fiscal year?

General CHORPENING. $6,085,000 was appropriated for fiscal 1952, sir.

Now, this is a large, comprehensive flood control project which the local interests are contributing to very considerably. I believe so far as the local interests in Los Angeles County are concerned, they have expended in excess of $100 million.

In March or perhaps February of this last winter, a very severe flood occurred out in that section of the country, and these works that we have completed to date were most helpful in preventing some serious flood damage. However, it is highly essential that we go ahead with the remaining items of the project.

I might mention here particularly the Pacoima Wash where we have had many urgent requests from local interests to proceed. With the allocations made by the House, we would not be able to spend a penny on that particular unit of this project.

This particular area in California is, as so many areas out there are, subject to extremely severe flash floods. It is well known that this area is developing rapidly and is an area of very dense population.

(The following information was supplied:)

LOS ANGELES COUNTY DRAINAGE AREA (EXCLUDING WHITTIER NARROWS RESERVOIR), CALIFORNIA

EFFECT OF REDUCTION

The deletion of funds for work on station 570 plus station 560 delays the completion of the unit, Los Angeles River, Stewart and Gray Road to Pacific Electric (Santa Ana branch), by 1 year. The deletion of funds for work on Los Angeles River, Pacific Electric to Pacific Ocean, unit No. 1. Pacific Ocean to Seventh Street, delays by 1 year the start of construction of vital improvement on lower Los Angeles River.

The deletion of funds for work at Pacoima Wash delays by 1 year the vital improvement in upper San Fernando Valley.

The reduction of funds by the House delays affording flood protection to critical areas of the project. The program approved by the Bureau of the Budget is the minimum for the orderly and economical prosecution of the project, and if appropriations continued at the rate proposed by the House, it would require nearly 70 years for completion.

JUSTIFICATION FOR RESTORATION

Los Angeles River Channel, Stewart and Gray Road to Pacific Electric railway bridge (Santa Ana Branch), station 570 to station 560: Construction of the unit was started in April 1951, and the work remaining to be completed includes construction of 1,000 feet of channel and modification of the Pacific Elecrtic railway bridge at the downstream end of the construction. The bridge foundations were partly undermined during floods of the past few months. Failure of the bridge would block the channel and cause floods to break out of the channel at the unimproved section and result in serious damage to industrial and residential areas of the coastal plain to the north and in the city of Long Beach. The area that would be flooded includes highways, railroads, and industrial establishments that are important to national defense. The potential value of the damage is many times the cost of completing the unit.

Los Angeles River Channel, Pacific Electric railway bridge (Santa Ana Branch), Unit No. 1, Pacific Ocean to Seventh Street: The construction proposed would begin at the Pacific Ocean and continue upstream to near Seventh Street in Long Beach, and would follow the alinement of a channel originally constructed in 1919 by the Corps of Engineers to divert floods in Los Angeles River from Los Angeles-Long Beach Harbor. The harbor had been badly silted by the floods of 1916 and 1918. The work is in an area where in recent years there has been subsidence up to 14 feet as the result of gas and oil withdrawals. The subsidence has so lowered the channel levees and bridges that the capacity of the channel has been reduced to about 65,000 cubic feet per second, which is about one-half of the required capacity. Discharges in excess of 50,000 cubic feet per second occurred in the past few months. Failure of the existing levees or bridges during a flood would silt the harbor and destroy the usefulness of a large part of the harbor installations until such time as the harbor could be redredged. The failure of existing bridges would break high pressure gas and oil lines that serve the Terminal Island Navy base and heavy industries of the harbor area, and break telephone trunk lines and rail and highway communications. Failure of gas lines and pollution of the harbor by oil would place the whole area in jeopardy of an uncontrollable fire. The potential damage from floods in this area is a great and serious hazard to the defense and economy of the whole region.

Pacoima Wash channel: The improvement when completed would divert into the recently completed Tujunga Wash channel flood-water originating in Pacoima Wash which now flows through streets and low areas of the commercial, industrial, and residential areas of the Van Nuys district of Los Angeles. In the Van Nuys district the storm of January 15–18, 1952, caused the loss of several lives and flood damage in excess of $1,000,000. Subsequent storms of January 24–25, March 6–11, and March 13–16, caused many thousands of dollars of additional damage in the same area. Streets were impassable for days at a time. The police and fire stations were under 4 feet of water and inoperative. Hospitals were isolated. Stores and business buildings were flooded, causing the loss of large stocks of supplies and merchandise. The blocking of highways and railroads delayed work of aircraft and aircraft parts plants located in the area. The damage would have been avoided had Pacoima Wash channel been completed. The total damage sustained by the property and economy of the district in the last few months is in excess of one-third of the total cost of the improvement.

The climate of southern California is believed to be entering a wet cycle following a long, record dry period. Unless the Pacoima Wash channel is completed without delay, it is probable that in the next few years more lives will be lost and the area will sustain flood damage that will exceed in value the total cost of the improvement. Additional delay in construction of this unit will further delay the local program of interior storm drains, and retard vital defense industries.

Chairman McKellar. General, about how long will it take to finish this? I do not think we can finish this afternoon. We will have to recess at this time.

About how long will it take you to finish, and what time will suit you tomorrow?

General Chorpening. I would think, sir, that we could complete the remainder of the projects in about 2 hours.

Chairman McKellar. We will adjourn until 2:30 tomorrow.

(Whereupon at 4:30 p. m., Wednesday, May 7, 1952, a recess was taken, the subcommittee to reconvene at 2:30 p. m., Thursday, May 8, 1952.)